# SURVEY Midmonthly

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OCTOBER JOURNAL OF SOCIAL WORK 1942

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# Volunteers in Social Agencies

More than ten million citizens of the United States have volunteered for war work in their communities. Enlisted by Civilian Defense Volunteer Offices serving ten thousand defense councils, the largest share of these men and women are in the protective services. Hundreds of thousands, however, have chosen to work with the social agencies established to maintain the health and welfare of the people in their communities.

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In December and later issues there will be four or more articles on the volunteer in Family Welfare, Child Caring Agencies, Public Welfare, Group Work Agencies, and other fields of social work, explaining what volunteers do in each field, what they learn about the agency and its function, and how their contribution becomes an important part of the entire welfare program.

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# So They Say

• To know that we know what we know, and that we do not know what we do not know, that is true knowledge.—CONFUCIUS.

• And we will not accept a world, like the post-war world of the 1920's, in which the seeds of Hitlerism can again be planted and allowed to grow.—FRANKLIN D. ROOSEVELT.

• The only vested interest I have observed among the workers in Washington is a vested interest in our victory.—JONATHAN DANIELS, *assistant director, Office of Civilian Defense.*

• I have learned long ago that the day's work must be done and must be done with the tools at hand. But this knowledge does not make me believe that these tools are the best possible tools, nor that we ought not strive to make them better.—JOSEPH N. ULMAN, *Judge of the Supreme Bench of Baltimore City.*

• Economics well served by the wizardry of financial genius, but rating too lightly the value of the human element in the equation, has not saved us. It failed because it did not remember that men, women, and children must count for more than gold.—EDWARD A. STRECKER, M.D., *University of Pennsylvania.*

• Children have more need of models than of critics.—JOUBERT.

• The mass of men lead lives of quiet desperation.—HENRY DAVID THOREAU *in "Walden."* (1854)

• Every head in a government department considers himself, of course, as a potential President.—C. LESTER WALKER *in Harper's Magazine.*

• The ultimate measure of any person's joy in work is not how much income it produces but whether it makes sense.—DOROTHY THOMPSON *to the Volunteer Land Corps.*

• We dare not think that, of course, victory is ours; but we must think that nothing else than victory dare be ours.—JAMES M. LANDIS, *director, Office of Civilian Defense.*

• Democracy is the best form of government, because it is the only form of government founded on the dignity of man, not the dignity of some men, of rich men, of educated men or of white men, but of all men.—ROBERT M. HUTCHINS, *president, University of Chicago.*

• Democracy cannot live on the selfish use of freedom.—AUGUST F. KEITZMAN, *Boy Scout Commission, Illinois American Legion.*

• In wartime, individual feelings cannot be spared and whatever is thought to be the best arrangement must be made without regard to persons, and must be made quickly.—WINSTON CHURCHILL.

• The free forces of the world must again take their posts at the guiding end, not at the receiving end, of fate.—ROBERT H. JACKSON, *Associate Justice of the United States Supreme Court.*

• As the war cannot be won without fighting, so the peace can never be won unless, while in the very act of fighting, while preparing to fight, we keep peace continually in mind.—*From "When Mother's Away," pamphlet published by the National Association of Day Nurseries.*

• No appropriations, even though they match the myriad stars of heaven, will buy for us a single drop of . . . courage, which alone can enable those who love peace to vanquish those who dedicate themselves to war.—E. C. LINDEMAN, *professor of social philosophy, New York School of Social Work.*

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An American Red Cross service club in Australia brings the comforts of home to our troops on the other side of the world

# "Wherever the Men Are"

A Red Cross worker (left) offers service to a man in camp

Patients in a station hospital enjoy a Red Cross show

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SURVEY MIDMONTHLY

OCTOBER 1942 VOL. LXXVIII NO. 10

# Iceland to the Indies

## AND BACK HOME

By ROBERT E. BONDY

*Administrator, Services to the Armed Forces, American National Red Cross*

*——from induction into service—to reemployment or rehabilitation after discharge.*

*——to assist service and ex-service men and their families in meeting those needs which arise from the man's service in the armed forces.*

*——wherever the armed forces go or wherever the families may be.*

THESE quotations characterize Red Cross Services to the Armed Forces in World War II. They give clues to its functions; its time table now and in the future; its worldwide, two-way coverage between camp or hospital where the man is, and the home community where the family is.

This is an ambitious program, but the American people are embarked upon an ambitious undertaking in spreading the armed forces of the nation over the face of the earth. Congress has given the American Red Cross the authority "to act in matters of voluntary relief and in accord with the military and naval authorities as a medium of communication between the people of the United States of America and their Army and Navy." Army and navy regulations make the ARC responsible for specified services to the able-bodied and sick service men and their families. Federal legislation and presidential executive orders give the organization authority and responsibility for certain services to the disabled ex-service man and his family.

But perhaps the most significant basis for this ambitious undertaking is the expectation of the American people that the Red Cross be the means through which they can express their interest in the personal and family problems of the men of the armed forces. The American people have provided through their government many services, nationally and locally, to help these men and their families both during and after the war. But they wish to do more. Democratic America has always expressed itself through voluntary activity, for the people want to give practical expression to the thoughts and emotions in which their country was conceived—good neighborliness, a burning zeal to preserve human rights, belief in the doctrine that human personality is precious above all else. They join the Red Cross by the millions—almost one out of every four of them, juniors and adults—for the Red Cross offers them opportunity for such expression. And when they send their young men out to battle, leaving their families behind them, they expect the Red Cross to provide a service that literally covers the globe. Such a service must stay with the man for the duration and beyond, and stand by to assist him in all manner of personal and family problems.

There are similarities and contrasts in the Red Cross services in this war and in the first World War. As organized in World War I and continued through the peacetime decades, their basic purpose and methods of administration are unchanged. In the home community, Home Service workers in the chapters carry on in behalf of the families. In the camps and in the hospitals, at home and abroad, field directors and hospital workers render much the same service as before. The techniques have been improved, the personnel qualifications are higher, the country is more adequately covered with Home Service workers, the whole program is far more extensive geographically. Extensions and differences in service arise from the differences in resources and the nature of the wars. Governmental facilities are more adequate today, both within the armed services and in social security and public welfare provisions. This war is truly global in contrast to the single-front war of 1917-18. Changes in service have come about not only through a natural growth but also from changed conditions.

THE worldwide, two-way flow of Red Cross service from men to home community and back has been greatly expanded during the past two years, particularly since Pearl Harbor. In the fiscal year ended June 30, 1942, the budget for Services to the Armed Forces increased 575 percent to $16,196,000; and for this present fiscal year, to end June 30, 1943, that budget is more than doubled. The national personnel in this work has grown from about 400 two years ago to 3,500 in domestic and foreign assignments on August 1, 1942.

Geographical expansion has been as striking. Field directors are in residence in approximately 350 army and



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navy posts and stations and hospitals in this country, and visit 600 others regularly. The country is so districted that complete field director coverage is given every military detachment irrespective of its size. In every one of the counties of the country a local Red Cross chapter offers home services. And abroad, the personnel and service of the Red Cross are found wherever the armed forces are found.

It is natural to wonder what the service men's problems are and what the Red Cross does about them. The problems are the same that anyone might experience if he were in a training camp, a hospital, at sea, or at the front. A man might wonder about his folks at home. He might have information that legal or financial problems have arisen in connection with the purchase of his home. He might have had word of a critical illness and of the desire of the family and the doctor that he come home immediately. In situations like these, and in hundreds of others, the Red Cross representative with the troops communicates with the Red Cross worker at home. Back and forth between them they arrange the assistance, they give the counsel, they act as good neighbor during the man's absence from home.

IN the military hospital the Red Cross is responsible for these services as well as for the recreation program within the hospital. The Red Cross also assigns psychiatric social workers as needed, and during the past year has established a psychiatric social service at naval and marine corps training stations.

Within this country the Red Cross furnishes and operates hospital recreation buildings, constructed by the government, in sixty-five of the principal camps. In those buildings standard motion picture equipment has been installed and first-run movie shows are made available without charge to convalescent men two or three times a week, depending upon the wishes of the medical officer. Other recreation events are conducted in the recreation building and on the wards. During the past year, Red Cross chapters adjacent to army and naval stations and hospitals have organized eighty Camp and Hospital Service Councils to enlist the interest of the nearby communities in rendering service at the camps and hospitals and in providing recreation materials, supplies, and furnishings. Thousands of citizens have joined in this undertaking.

By direction of the Chief of Staff of the Army, the Red Cross has been designated as the sole non-military agency to provide welfare and recreation services for United States expeditionary forces. The United Service Organizations has assumed responsibility for a recreation program in the American possessions and in the Atlantic off-shore bases, except Iceland. To meet the request of the Chief of Staff, a Red Cross field director and three assistant field directors, one of whom is a trained recreation man, accompany each division sent abroad. Smaller task forces are staffed proportionately. In addition, for each task force hospital of 500-bed capacity the Red Cross provides a minimum staff —augmented according to need—of one social worker, one recreation worker, and one stenographer.

The duties of the Red Cross hospital workers abroad parallel those of workers in this country. They assist the medical officers in important matters of social diagnosis and treatment, they help the patients meet needs that arise within the hospital or through problems at home, they assist in adjusting the causes for the worries which interfere with response to medical care. If the medical officer requests social data, the Red Cross worker may radio the patient's Red Cross home chapter for information, though communication of any kind may be irregular. In fact, irregularity of communication places a heavy responsibility upon the Red Cross hospital worker abroad who must attempt to provide a useful service without being able to count too much on the assistance of home chapters.

Though the Red Cross recreation program in this country is limited to hospitals, overseas it serves the able-bodied as well as the hospitalized. Under the supervision of the War Department, Red Cross recreation workers cooperate with the army's Special Service officers in bringing to our troops leisure time activities to appeal to every taste.

In Northern Ireland, a hospital worker obtained the use of one ward which boasted a fireplace and a ping-pong table. By adding books and magazines she transformed the room into a recreational haven for ambulatory patients. In Iceland — thanks to transportation facilities — Red Cross recreation workers have provided hospitalized service men with everything from Christmas candy and talent shows to bingo games and movie projectors.

Many hospital workers do not have these facilities. They must improvise and invent the means of recreation. Knowing that the busy patient is not the homesick patient, they take full advantage of the men's talents in creating recreational equipment. For handcraft they may use native materials—coconut shells in Puerto Rico or sea shells in the Hawaiian Islands. Hospitalized men in Bataan made their own checkerboards out of bamboo and painted pebbles black and white for checkermen. American traditions carried out in parties on American holidays such as the Fourth of July and Thanksgiving help to make sick men feel more at home.

At the request of the War Department, the Red Cross shipped urgently needed recreation material to Iceland, our first major overseas base. Included were radios, pianos, victrolas, ping-pong tables, basketball and volley ball equipment, card tables, 16 mm. motion picture equipment, folding chairs, and numerous card and table games. The equipment was distributed throughout the island—to remote and lonely outposts as well as to cities whose recreation facilities were being overtaxed. With the arrival of Red Cross recreation workers, a widely varied program of morale building entertainment got under way within the camps.

Song fests and musical nights were well attended with talented service men playing their instruments or singing their songs to a Red Cross worker's accompaniment. In Iceland—as now in Great Britain, New Caledonia, Australia, or elsewhere—dances and other group activities were consistently popular. By obtaining the use of available community resources—a swimming pool for water polo matches, a school gym for boxing or basketball tournaments—Red Cross workers also were able to give the American troops the chance to indulge in their favorite way of participating in sports: through competition among their various units.

THE Red Cross recreation program begun in Iceland has followed American troops to their stations throughout the world. Red Cross supplies and equipment have supplemented the basic material furnished by the Special Service Division of the War Department. The program is adapted to local conditions. In the Southwest Pacific Islands, for example, where recreation is outdoors, deep sea fishing is a favorite sport, and in at least one instance the Red Cross has been asked to supply diving equipment to be used by service men in hunting pearls. In another area, where the favorite outdoor recreation is baseball, Red



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Cross workers have organized competitive leagues.

Supplementing the Red Cross recreation program overseas are the Red Cross clubs. With their easy-going atmosphere of informality they are rapidly recapturing the popularity of the Red Cross canteen of World War I. Already in operation in Iceland, Great Britain, Australia, and New Caledonia, they will be established elsewhere where need is indicated. Sightseeing tours, dances, jam sessions—in short, whatever entertainment the men desire—make up their flexible program. To the individual service man they offer information service, counseling on personal problems, game rooms, reading and lounging rooms, dining rooms, and sleeping accommodations. They are available as a center of the man's activities when he comes to town.

In some theaters of operation, the Red Cross is carrying on its recreation service through men and women in distant outposts. Always available in the midst of those recreation services are the personal services that link up the man with his family back home.

And for the disabled of this war, who are already flowing back into our hospitals in this country, the Red Cross is drawing upon its experiences of the first World War and the two decades since to assure an orderly and sympathetic treatment of the problems that arise. Before the disabled man is discharged, the Red Cross worker in the hospital assists in the filing of his disability claim. Before he leaves the hospital, the Red Cross worker communicates with the agencies for vocational rehabilitation and for employment, as well as with the man's home Red Cross chapter so that in his care at home, his vocational training, his readjustment into employment, he will be assisted not only by the established governmental agencies but also by the neighborly attention of the Red Cross Home Service worker.

HOME Service in chapters carries out its responsibility through four functions:

*Communication and Information Service:* Assistance with communications between service men and their families and inquiry in regard to their welfare; information concerning regulations and legislation affecting service and ex-service men and their dependents.

*Reporting Service:* Cooperation with the military and naval authorities by obtaining social history material required for medical treatment and by making reports on home conditions needed by commanding officers in deciding questions of discharge, furlough, or clemency.

*Claims Service:* Assistance to disabled ex-service men and their dependents and to dependents of deceased men in presenting claims for compensation and other government benefits.

*Family Service:* Financial aid for special needs not provided for from public funds and basic maintenance when public relief is not available; consultation and helpful activity directed toward meeting those family difficulties which do not require financial aid; referral service enabling the client to make use of the resources of other organizations providing services not within the Home Service program.

The functions of communication and information, reporting, and claims service are discharged by the Red Cross itself. There is clearance with other agencies for pertinent data available in records. These specialized services are available to clients of other agencies. The information and communication services are available directly to agencies in instances in which such assistance is needed.

The function of family service is discharged by Home Service to the extent that any private agency can meet family needs. Clients eligible for public relief are referred to public welfare agencies, Home Service continuing with non-relief services or supplementary financial assistance when needed. Clients ineligible for public relief, or for whom public relief is not available, are considered the responsibility of Home Service. Home Service works jointly with other agencies offering specialized services (such as medical, psychiatric, vocational and child placement services), when combined services are necessary, or makes referrals to such agencies when their service rather than Home Service can meet the needs presented. Cases currently active with other private family agencies may remain with those agencies, or representatives of both agencies may confer on individual cases to determine which agency is to provide continuing family service.

TO clarify these functions and reach working understandings, the Red Cross has written agreements with the Office of Defense Health and Welfare Services and the American Public Welfare Association; the United Service Organizations; the American Bar Association; the Navy Relief Society and Army Emergency Relief; the Family Welfare Association of America. In the policy statement governing the relationship of the American Red Cross and public welfare agencies, the ARC recognizes the responsibility of government for the relief of persons in need of basic maintenance, and the governmental agencies recognize that the Red Cross is the official agency for rendering service to the men in the armed forces and their families. It has become mutually recognized by governmental agencies and the Red Cross that similar agreements must be worked out on state and local levels in the interests of community planning and efficient operation of services.

Space limitations prevent a description herein of other Red Cross activities serving the armed forces, such as the enrollment of nurses for the Army and Navy Nurse Corps, the blood plasma program, the Inquiry Service and the variety of volunteer services. The program of Services to the Armed Forces is directed from Red Cross National Headquarters in Washington and from the four Area offices: in New York City; Alexandria, Va.; St. Louis, Mo.; and San Francisco, Calif. Abroad, headquarters offices are established in each of the theaters of operation and wherever task forces are located. The local unit of organization is the Red Cross chapter.

Staff expansion continues. The 3,500 members of the Service to the Armed Forces staff on August 1, 1942, will be increased to 4,500 or 5,000 or more, by June 30, 1943. Persons of many skills are needed—field directors with administrative ability, assistant field directors for Home Service, men and women recreation workers, medical and psychiatric social workers, club directors and their staffs, stenographers and administrative assistants, and persons experienced in handling government claims and benefits.

Red Cross Personnel Service, at National Headquarters and in the Area offices, recruits these workers. The personnel management and personnel training units of Services to the Armed Forces have been organized to aid in selection and training. Scholarship arrangements have been made with certain schools of social work for field work training of students in Home Service. It is hoped that later scholarship plans may be developed for the training of medical and psychiatric social workers. In-service training plans are in operation with provision for supervised field work.



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For these positions the Red Cross seeks for its national staff and its chapters the best qualified workers available. Advisory committees from the medical and psychiatric social work fields are assisting in the development of plans for supplementing the inadequate supply of qualified persons. Similar arrangements must be made in other fields because of the shortage of available, qualified workers.

Generous offers from the American people in time, money, and other resources is one of the most heartening features in the Red Cross effort. But the expansion of the army and navy will continue to multiply human problems to be met now and after the war. The Red Cross's job of meeting such human needs is one phase of the total participation required for winning this total war.

# Evacuation: American Style, Part II

By GEORGE D. NICKEL
*Director of Social Relations, California Personal Finance Companies*

AS this is written, a new chapter has begun in the fortunes of the Japanese evacuees, the majority of them American-born citizens. The first chapter took them from homes and communities in five western states, where many of them had spent their entire lives.

The exodus began in late March from a few key strategic military districts. These preliminary moves were the subject of my earlier article [Evacuation: American Style, *Survey Midmonthly*, April 1942]. The larger "wholesale" evacuations from Military Area No. 1 were completed in June. In two months 100,000 persons of Japanese ancestry were transferred to temporary assembly centers located on county fair grounds and swanky race tracks, where with amazing speed the U. S. Army had built living quarters, dining halls, showers, toilets, laundries, and recreation facilities. The unit at Santa Anita, designed to hold 20,000 persons, took exactly thirty-five days to develop from an army order to a complete center.

The passage of six months since the process began, affords an opportunity to appraise this initial chapter thoughtfully. But first, to get this intermediate period in perspective, it should be borne in mind that as rapidly as facilities are completed, families are being transferred from assembly centers to the new relocation centers, most of which are located outside the military zones. That is the beginning of the new chapter. In the relocation centers the army supplies basic housing and exterior protection in the form of military police. The administration of the centers is under the supervision of the War Relocation Authority. Ten or more such centers, federally owned or leased, are planned. They will be located in California, Arizona, Idaho, Wyoming, Utah, Colorado, and Arkansas.

By September 20 eight relocation centers were occupied, although some had not received their full complement of evacuees. Two centers are in California at Manzanar and Tule Lake; two are in Arizona on the Colorado River Indian Reservation near Parker and the Gila River Indian Reservation near Phoenix; the states of Colorado, Utah, Idaho, and Wyoming have one center each.

Food, shelter, clothing and medical care are provided in assembly and relocation centers. In addition a social welfare program utilizing trained social workers is under way. For example, at Manzanar a home for dependent children has been formed from the three Japanese children's homes which were transferred to the center with staffs intact.

Other opportunities to utilize their special skills are provided for Japanese teachers, doctors, nurses, and social workers who work in the center schools, hospitals, and recreation units. The plan is to make each community as nearly self-sufficient as possible. In addition, work contributing directly to the war effort is available to American citizens, such as the making of camouflage nets. Wages are paid in cash; $12 per month for unskilled labor, $16 for semi-skilled, and $19 for skilled and professional workers.

Arrangements have been made to take advantage of work opportunities outside the relocation centers. Detailed requirements to protect the interest of the evacuees surround the plan, such as provisions for transportation, prevailing wages, adequate housing, protection by local authorities, the right to leave employment and return to the center at will. More than 1,700 persons have already left the relocation centers under these arrangements to take agricultural employment in Oregon, Idaho, and Montana.

NEVERTHELESS, JAPANESE EVACUEES, TWO THIRDS OF whom are American citizens, are by no stretch of the imagination being coddled or pampered. Privacy is at a minimum; accommodations are adequate but not elaborate; life is circumscribed and routinized, as it must be when large groups of people are rather closely confined.

Some persons maintain that the evacuation will retard the process of assimilation. Lack of opportunity to associate with other than Japanese people, constant use of the Japanese language, ample time to compare their own treatment with the treatment of persons of other "alien enemy" extraction, may cause disillusionment about America among the evacuees.

Others point out that, while the Japanese-Americans generally may have been good citizens, they have not always availed themselves of opportunities to become better known to and understood by their Caucasian fellow citizens. This may have been partly due to the fact that the older generation never felt they could achieve full acceptance, while the younger generation were discouraged at the rebuffs their advances received. Their present experience, however, may bring home to them the necessity of "selling themselves," and thus hasten the Americanization process.

Certainly the War Relocation Authority faces a most difficult assignment. Within the centers, the strength of the family unit must be preserved—a strength that over the years has kept Japanese families off relief and has almost completely prevented delinquency among their children. The strong belief in America that helps Japanese leaders to recognize this evacuation as their contribution to the war effort must be maintained. Professional and vocational skills must be preserved and improved.



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In this new stage, social workers can assist. Already they have made a mark. At the civil control stations set up to help families prepare for evacuation, public agency workers humanized and individualized the mechanical process of registration and preparation for moving. Private agencies that have long worked with the Japanese provided a much needed leaven—interpreting, bringing understanding to families and community groups, seeing that needed service and assistance be made known at the control stations.

Moreover, it will never be possible to measure quantitatively the influence exerted by social workers, individually and through their agencies and professional organizations, in shaping the evacuation program during the brief preliminary period of planning. For example, a set of principles and a complete plan for evacuation were formulated by a committee on wartime social services of the Puget Sound chapter of the American Association of Social Workers in cooperation with other social work and trade union groups. Distribution was widespread: to newspapers, to the Tolan Committee, to persons officially responsible for evacuation, to interested citizens and civic groups. This committee is now active in Seattle in organizing a citywide Central Committee on Minority Groups, drawing representation from all walks of life, with the objective of gathering and disseminating *accurate* information on minority group problems. In San Francisco, the Community Chest's committee on immigrant-serving agencies, made suggestions to authorities charged with planning the evacuation program. It is continuing to function, with the purpose of keeping intact the group of citizens who know and understand the Japanese. In Los Angeles, the Council of Social Agencies made a report to the Tolan Committee and prepared a public statement. The council's immigrant service committee continues to maintain an active interest in the problems of the Japanese evacuees. The Washington and California State Conferences of Social Work also took appropriate action.

WITH THIS PERSPECTIVE, LET US GO BACK TO THE TIME last spring when thousands of family units had to close up business and personal affairs. Automobiles, tractors, printing presses, boats, and personal effects were sold, leased, or stored. Arrangements were made to dispose of farms, hotels, restaurants, merchandise, and homes. Thousands of contractual obligations, investments, business and personal relationships were adjusted—all in a few weeks. From Los Angeles County alone, 30,000 Japanese engaged in business, agriculture, and fishing were evacuated.

Imagine the problems involved in terminating abruptly the affairs of one city of that size. Add to that the problems of hundreds of similar communities, ranging in size from less than a hundred to several thousand, scattered over California, Arizona, Washington, and Oregon. Then consider the work entailed in building new facilities, and finally the transportation problem itself, and some idea may be had of the enormity and complexity of this assignment.

There were no precedents to follow, no time for leisurely planning, no opportunity to recruit and train a special staff. Yet the evacuation was well-planned, orderly, and carried out on schedule. Mistakes there were, naturally—but in comparison to the enormity of the task and the brief time allowed by virtue of military orders, they were few.

My earlier article covering the preliminary evacuations from a few strategic military areas pointed to the need for advanced planning and the assumption of over-all responsibility by some one agency for the larger evacuations which were to come. The answer to this need turned out to be the Wartime Civil Control Administration, established under the direct supervision of the Civil Affairs Division of the Western Defense Command and Fourth Army, as the operating agency to carry out the evacuation process.

This new agency of government brought into active participation the Farm Security Administration for agricultural problems, the Federal Reserve Bank for business and property matters, and the Federal Security Agency for facilities, registration, and social welfare services. In addition, the Department of Justice handled legal problems, the WPA provided civilian personnel for key administrative positions within the temporary assembly centers, while other federal departments served as needed. Thus the skills, resources, and personnel of existing agencies were fully utilized.

KEY OPERATING UNIT IN THE EVACUATION PROCESS WAS the civil control station, one for each area with 1,000 to 1,500 persons to be evacuated. Each control station operated approximately one week, during which the entire registration of families in the area and subsequent transportation to reception centers was accomplished.

In developing the control station the Federal Security Agency assigned responsibility for providing physical equipment, administrative and clerical staff to the U. S. Employment Service; the responsibility for registration and social welfare services to the Bureau of Public Assistance of the Social Security Board; and the responsibility for health and medical problems to the U. S. Public Health Service.

In turn, the Bureau of Public Assistance delegated the responsibility for program operation and for staffing social service positions to the State Department of Social Welfare and county welfare departments. All direct costs incidental to evacuation were met by the federal government directly or on a reimbursement basis. The result was a highly successful, practical demonstration of public welfare agency cooperation at three levels of government:

*Federal*—providing over-all supervision and liaison activity for social welfare phases of evacuation.

*State*—providing supervisory personnel for operations.

*County*—providing case workers.

The control station pattern was roughly as follows:

1. Over-all coordinating responsibility for control station operation rested in a representative of the U. S. Employment Service.

2. Two Federal Reserve Bank representatives were available to handle property and business problems.

3. Two Farm Security Administration staff members were on hand to consider agricultural problems.

4. U. S. Public Health doctors conducted necessary medical inspections.

5. The army assigned one representative to handle special requests and, while responsible for the program, made no effort to direct in detail the several agencies cooperating in control station operation.

6. Japanese volunteers acted as interpreters and clerks.



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7. The bulk of the work, securing necessary information, instructions to evacuees, referral of family to proper resource for social welfare, health or business problems, answering questions, and final checking to see that all points had been covered, fell upon the social workers.

The social service staff of the control station usually consisted of six or eight case workers borrowed from the local county welfare department, plus one supervisor and two assistant supervisors on loan from the State Department of Social Welfare.

Administratively, each governmental unit represented at the station was responsible to the control station manager. Professionally, each person assigned was responsible to the administrative head of his division. The entire unit was under direction of the Wartime Civil Control Administration.

PRIOR TO THE DAY ON WHICH EACH CONTROL STATION opened, exclusion orders were posted in prominent locations throughout the specified area. A similar printed order was made available to all families at the civil control station. The notices contained detailed instructions about evacuation, resources available to the families in need of help, and specific instructions as to when and where family representatives were to report for registration.

The first two days of control station operation were devoted to actual registration; the next three, to the handling of last minute business matters, social problems, and medical inspection. On the last two mornings of the week, families, together with luggage, assembled as instructed, to board trains or buses for transportation under army direction to reception centers or relocation areas.

Control stations were opened as rapidly as facilities at the assembly centers were completed. A total of 114 were operated in the four states affected. They were manned by more than 250 case workers borrowed from county welfare departments, fifty case workers from state welfare departments, twenty from the Federal Security Agency, and twenty from private agencies. Civil control stations operated simultaneously and workers were transferred between stations on short notice when the load at any station became heavier than anticipated, so that the evacuees were spared long periods of waiting in line.

Social workers at the control stations carried heavy responsibility. They secured full information for the record that subsequently traveled with the family, answered questions, gave complete instructions. They also referred families to the resources available for the health, social, and business problems which became apparent during the interview.

Few families requested any relief, despite the fact that since the beginning of the war incomes of Japanese-Americans have suffered through business liquidation and loss of employment. Japanese persons say, however, that even though little relief was accepted, the need for relief in many instances was acute. Social workers agree that this may have been true, though they made every effort to run down complaints, and to lay emphasis in the control station on the availability of assistance.

Private organizations, such as the International Institute and the American Friends Service Committee, extended some relief, partly from funds donated by the Japanese themselves. Probably several factors contributed to the evacuees' unwillingness to accept public assistance, among them: an intense pride and self-dependence which has always been characteristic of the group; chagrin at being a public burden; the prevalent system of mutual assistance among families; the fear that accepting public aid might in some way lead to deportation.

Chief medical problems were measles and pregnancy, along with a normal amount of general illness. When the social workers encountered medical problems, they made appointments for the following day with U. S. Public Health doctors, who called at the homes when necessary. Persons too ill to be moved or requiring special treatment were hospitalized and later transferred to reception centers. County facilities, including ambulance service, were used.

Before the control stations began functioning, many families who saw the evacuation coming had already disposed of property and adjusted their financial affairs. At designated Wartime Civil Control Administration service offices established in advance of evacuation, Federal Reserve officials and social workers were available as counsellors. But, unfortunately, many Japanese families acted hastily and disposed of their properties at great sacrifice. At best, they were in a poor position to bargain, and the shortness of time was capitalized on by many purchasers. Some persons have commented that it might have helped had each sale been routinely subject to review by the Federal Reserve Bank instead of only as the Japanese expressed a desire for such review. But such rigid scrutiny might have been misconstrued by the Japanese themselves. Being American citizens, most of them preferred to make their own independent arrangements. At the control stations, major property problems centered about storage of furniture and sale or storage of automobiles. Furniture and personal effects were stored free in standard storage houses, automobiles in open lots subject to later disposition by the owners. In fact, it is now possible for evacuees to handle business affairs from the assembly centers and relocation areas with Federal Reserve Board representatives acting in liaison capacity.

IT WAS EVIDENT AT THE CONTROL STATIONS THAT STAFF and evacuees alike were determined to play their roles graciously. The prevalent air of informality and friendliness would never have revealed to the casual observer the difficult business being transacted. It belied the fact that the lady answering questions so patiently had lost a son in defense of Pearl Harbor, or that the man who was doing such a fine job as interpreter had lost a lifetime investment in a sacrifice sale of his hotel. The only telltale evidence was an occasional vocal tremor or a tear. At one station an army lieutenant overheard someone trying to make a deal with a Japanese for his automobile. Later he stepped up to the owner and said, "Listen, fellow, before you sell to that guy, go around and get some other offers."

Some criticism has been leveled at the necessity for evacuation, but almost no one criticized the actual evacuation process.

Said one observer: "Those who carried out the evacuation orders—army, social workers, Farm Security, Federal Reserve men—did their respective jobs with such consideration and fine spirit that it made you proud to be an American citizen."

Even the bus driver, scowling at a pile of luggage that seemed his lot to load, produced a smile and a cheery word when a group of Japanese boys appeared uninvited to do



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the loading. A number of staff members who undertook their control station assignment with prejudice left with praise.

Occasionally a Japanese evacuee commented half apologetically about the authoritative attitude of the young girls and well-meaning ladies who did the interviewing. But a large number of letters subsequently received by welfare agencies, social workers, and others, expressed appreciation for "the fine way you treated us."

The evacuation assignment was a challenge to the participating social workers to utilize their skills in a vital wartime job. Agency pride as well as the excitement of competition were factors contributing to successful teamwork performance of workers from federal, state, county, and private agencies. Nor was it an easy assignment. Many workers faced the pressure of long hours of sustained interviewing, knowing that all the while unfinished business was accumulating on the regular jobs from which they had been temporarily released.

There were educational values, too. Field representatives, supervisors, case workers—federal, state, county, and private agency workers—were thrown together on an unprecedented common assignment. The situation created a friendly setting; this in turn was conducive to better understanding of the other person, his position and his problems.

There is evidence that this experience has helped county welfare departments to see their responsibilities as legally constituted welfare agencies broadening from their traditional relief-giving functions toward the assumption of full leadership in over-all community welfare concerns. Several county directors have designated certain staff members to keep informed on developments of any similar programs for which they may be assigned a measure of responsibility in the future, such as evacuation of civilians or aid to civilians in need as a result of war action.

In the new shift of Japanese-Americans from assembly centers to relocation centers, the need for active interest on the part of Americans generally, social workers among them, is as real as ever. The man in the street who comments on Japanese criticism of relocation centers with, "Well, what do they expect anyway?" forgets that most of the evacuees are his fellow citizens, neither better nor worse than he. A recent newspaper report indicates that efforts to relax the degree of confinement at the centers are bringing forth strong protests from adjacent communities. Certain groups who, for selfish reasons, would like to see the Japanese barred from resuming their places as American citizens appear to be capitalizing on wartime feelings and racial prejudice to achieve their ends.

On the other hand, some individuals and groups, oversympathetic in their approach to the problem, encourage attitudes of self-pity among the evacuees. Incidentally, social workers can do a little self-policing by taking pains to avoid thinking and talking about these people in terms of their being "social problems."

Japanese leaders say that they want neither pity, nor to be considered as social problems, that those who are loyal do not mind the sacrifice they have been asked to make. What they want as American citizens in return for their contribution is an opportunity to share in post-war America even if that sharing should mean additional hardship for *all* rather than, as we hope, material and spiritual gains.

Strong groups made up of responsible citizens, guided by those who know and understand the Japanese, can work toward the sound handling of Japanese evacuees in the current and post-war period. But the quality and force of this leadership will be determined by the degree of objectivity with which the situation is viewed. There is no place either for prejudice or pity. Here is where social workers by the very definition of their profession can find ample opportunity to serve.

*A third article in Mr. Nickel's series on the West Coast evacuations, scheduled for a forthcoming issue, will describe life in the relocation and assembly centers.*

# Social Agencies in the Defense Set-up

By JOANNA C. COLCORD

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EARLY last summer I set out on a tour to discover how effectively social agencies were taking part in civilian defense plans. The trip took me to a dozen or so communities on the Atlantic and Pacific Coasts and on the Mexican and Canadian borders. I cannot pretend to use it as the basis of an over-all report on the degree of participation between social agencies and civilian defense authorities all over these United States, but I should like to set down some observations made in the cities visited: Houston, Tex.; Los Angeles, San Diego, and San Francisco, Calif.; Portland, Ore.; Bremerton, Seattle, and Tacoma, Wash.; Cleveland, Ohio; Buffalo, N. Y.; and Baltimore, Md.

In choosing border cities for my visits, I may have been unwise. The threat of attack may have preoccupied the authorities with programs of civilian protection to a greater extent than in the unvisited inland communities, and caused a certain obliviousness about the necessity for developing wartime community services. At all events, in most of the cities it seemed evident that air raid precautions had the center of the stage with the local defense councils proper; activities for men in service came next in appeal to the general populace; and few but those persons connected professionally or otherwise with the health, social, and educational agencies, felt a responsibility for community war services—for meeting the problems caused to their inhabitants by putting our cities into war production.

IN GENERAL, COMMUNITY WAR SERVICES WERE MOST completely developed where the group of agencies represented in the Council of Social Agencies had got busy in advance of the formation of a local defense council, setting up emergency committees upon the various areas where the social shoe was pinching, creating facilities for enlisting volunteers in the war-defense effort, and presenting every-



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thing on a silver platter to the defense council when it was finally organized. (In one community, it had been the Council of Social Agencies which had prodded the mayor into appointing a defense council in the first place.)

On the other hand, where Councils of Social Agencies had waited modestly for the local defense council to discover needs and ask for help, often they had waited in vain. Although where this had happened, some committees vaguely dealing with "welfare" and "morale" eventually were set up, they were usually established without benefit of social work leadership, and their personnel was apt to be odd. One Council of Social Agencies division head, in explaining that the agency had been minus a director during the planning period, said with a liberal mixture of metaphors, "We were asleep at the switch when we ought to have been beating the gun."

HOLDING THE FOREGROUND AMONG COMMUNITY WAR service activities was the problem of the day care of children of working mothers. Studies were going forward in a number of places, usually under Council of Social Agencies direction. In two or three cities, consultation service to working mothers was being offered at a special desk, either in the defense council or the Council of Social Agencies office. A new problem facing the communities was the necessity for arranging day care away from home for children whose fathers, being on night shifts, had to sleep by day.

In the West Coast cities, where the mother working outside her home has been, up to now, something of a rarity and where provision of day nurseries is small, "door-key children" were being reported in increasing numbers by the schools. Since no West Coast city had seen the color of any Lanham act money for day-centers [see "While Mothers Work," by Kathryn Close, *Survey Midmonthly,* July 1942], and there seemed little prospect of getting local funds for the purpose, foster home day-care was being turned to more and more. In Portland, where the Federation of Women's Clubs had compiled a roster of woman-power, the Department of Public Welfare put twelve volunteers with child-care training on the job of sorting out from several hundred thousand cards those stating willingness to do anything possible in the home to help win the war. The women were visited, their homes were inspected and certified by the agency, and a list of several hundred approved homes was prepared for the use of working mothers. The agency, however, assumed no responsibilities for foster home supervision, leaving the mother to make her own bargain if satisfied. In an eastern city where a private agency attempted to give supervised foster day-care according to approved standards, it was found impossible to develop a program large enough to make any dent on the situation.

Buffalo and Cleveland, better supplied with nurseries and nursery schools, were hopeful of extending these facilities to meet the need. In Buffalo, a nursery had been opened at employer expense in connection with two of the war plants.

AN INTERESTING DEVELOPMENT FOUND IN MANY PLACES were the neighborhood organizations and "block plans," occurring either spontaneously or by preconceived design. In San Francisco, the recreation and group work section of the Council of Social Agencies was forming "block recreation clubs" in anticipation of air raids. Leaders were being carefully chosen from among the block residents, and presented with program suggestions. A system of "block mothers"—women willing in case of an alarm to take responsibility for opening their homes to children playing on the street—was being developed in several places. "Welfare wardens" was a term frequently encountered. [See "Welfare Wardens," by Henry E. Kagan, *Survey Midmonthly,* February 1942.]

THE USO WAS BY NO MEANS THE ONLY ORGANIZATION conducting work for service men. Service clubs antedating the USO, financed by municipalities, Chambers of Commerce, or in other ways, and staffed by a devoted corps of volunteers, were found in more than one city. In Seattle, committees of the war council prepared a Christmas gift for each home man in the service, and another committee had to be set up to answer the "thank-you letters" that poured in.

CONSUMER PROTECTION AND NUTRITION—THE LATTER sometimes under the health committee, sometimes having an independent committee of its own—were quite universally recognized in the community war services set-up, but education, except in the form of training for volunteer service, was not within the range of interest. Vocational training and retraining were going merrily on, but usually without any close relation to the defense council. Courses on child care and training for war conditions were being offered to parents and teachers but also usually under other than defense council auspices. In only one city, Tacoma, was social protection the concern of a committee of the defense council's community war services section.

SOCIAL WORK INTERESTS DO NOT STOP WITH COMMUNITY war services. They extend into the civilian protection side of the defense council's chart as well. Planning for the emergency feeding, clothing and shelter of victims of enemy action, for registration and information services, and for their rehabilitation following the disaster, demands the full participation of social work in any community. Then too, emergency medical care, while its direction is properly in other hands, calls for the integration of medical social workers.

IN THE AREA OF EMERGENCY SERVICES THE AMERICAN Red Cross was early on the job. But at the time of my journey, news of the federal plans for financing Civilian War Aid and administering it through state and local public agencies was only beginning to filter down to localities. Many public welfare departments either were taking no prominent part in planning the program, or were anticipating having to finance war emergency assistance out of state or local funds. Stores of food had been accumulated in some places. In others, the director of the public welfare department had a nest egg of local funds put aside against a disaster. But many welfare directors frankly admitted that they had had no official orders, and did not know precisely what role was going to be expected of their agencies.

On the other hand, Red Cross chapters, especially those which had had experience with "natural" disasters, were getting themselves set to manage the relief and a good deal of the medical job following a war disaster. Whether



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they were to be coordinated with the local defense council or were to operate under its direction was not always clear. In Houston, the problem had been solved when the defense council appointed the chapter's disaster relief committee as its own disaster preparedness committee, with the understanding that the committee would carry on with rehabilitation as long as necessary, using Red Cross funds. The Los Angeles chapter had equipped fourteen casualty stations to be run cooperatively with the emergency medical division of the defense council, but as an independent unit with Red Cross personnel. Several chapters had got so far as to issue manuals for the guidance of their personnel in war-caused disasters.

Along came the two national agreements signed in April and May between the American Red Cross and the Office of Defense Health and Welfare Service, and Office of Civilian Defense, respectively; and all these local plans were turned topsy-turvy. Particularly in New York State was the Red Cross shorn of responsibilities it was preparing to assume. There a state law passed in May created an Emergency Welfare Service (coordinated with the Emergency Medical Service) in each local council's division of civilian protection, and placed the program under the direction of the State Department of Social Welfare.

The effect of the agreements was to restrict war-caused disaster relief operations by the Red Cross to the provision of emergency mass feeding and temporary shelter on request of the civilian protection authorities; and to place the medical resources of each chapter squarely under the emergency medical service of the defense council. With commendable promptness, the National Red Cross accepted the limitations imposed. Its revised chapter guide to Red Cross Participation in Civilian Defense and Civilian War Aid, issued in August, embodies and clarifies the principles arrived at in these agreements.

Plans for use of professional social workers as volunteers in the event of disaster were for the most part limited to information and registration services, often including the issuance of short term cash grants pending the decision as to where the rehabilitative function was to rest. In several of the communities the social workers to carry out these functions had been largely drawn from the public welfare department—the very agency which would be overwhelmed with work following a disaster. In others, employes of private agencies had been recruited as well. In many places, the staffs and premises of public libraries were also to be utilized. Short training courses, some for the professionals, some for "food and housing" volunteers, recruited through the Civilian Defense Volunteer Office, were going forward in many places, together with dress-rehearsals. I attended one such rehearsal in Baltimore, where social workers impersonating bombed-out clients presented their problems and needs to an interested audience of air raid wardens.

In general, however, the plans for registration and information seemed to overlook the certainty, if British experience is an indication, that one of the earliest problems demanding attention will be that of the missing—the children lost in the darkness, the family members perhaps left in the ruins, perhaps whisked away to a hospital. Few of our cities have provided a centralized registration center, where clearance can be made from welfare stations, rest centers, casualty stations, hospitals, and morgues. Fewer still have provided one that promises to be precise, prompt and usable—ready to allay anxiety, so much more exigent a need than hunger or rooflessness. Too often where a centralized registration bureau does exist the air raid wardens, who ought to be thoroughly integrated into the emergency welfare program, are ill-informed about it.

Social workers should also be having a hand in what schemes there are for the evacuation of civilian population. Last summer the only types of evacuation plans under way in the cities I visited were: the intra-community dispersal which might have to follow an incident affecting a neighborhood; possible removal of the inmates of children's institutions to places outside the populated areas; selection of buildings in the surrounding regions that could be turned into base hospitals in case the hospitals in the city became overloaded or had to be evacuated. The difficulties of mass evacuation appeared so great that scarcely any local planning to this end was going forward. In fact, the first public communication issued by the San Diego defense council was a warning to citizens to make up their minds to "stay and take it" rather than to consider the possibility of mass evacuation—unthinkable because of the desert and mountains surrounding the city and the lack of railroad transportation. Nowhere was there much awareness of the plans being made on a state and national scale. The prevailing feeling seemed to be that if it came to evacuation "the army would have to do it." Since then, however, the Joint Committee on Evacuation of the OCD and ODHWS has begun to issue its manuals, and several regional and at least one state office (Washington) of the OCD have laid down definite plans and begun to organize.

There was talk in Texas and again in the state of Washington of the possibility of the army's ordering another sort of evacuation, occasioned not by danger of invasion or attack, but by the need of housing and transportation for war-industry workers and military and naval personnel. It was startling to find in the Washington Manual on Civilian War Aid and Evacuation the statement that the plan "to provide for the orderly removal of civilian population from one place and their relocation in another as necessary" may have to take effect because "facilities now used by certain groups may have to be made available to other groups deemed more essential to prosecution of the immediate war effort." It would indeed be a grim joke if citizens of the Pacific states, many of whom took considerable satisfaction in the recent removal of their fellow-citizens of Japanese ancestry, should themselves be evicted from their homes and forced to wander by application of the selfsame powers under which the evacuation of the Japanese-Americans was put into effect. [See page 262.]

If I were asked to pick the simplest and most ingenious device noted during my journey, the palm would have to go to Baltimore for its "pact-in-aid" plan, adopted from British experience. A "pact-in-aid" is an agreement between friends living in different parts of a city, that "If you're bombed out, I'll take you in, and if I'm bombed out, I'll come to you." For a really classy pact-in-aid, you exchange suitcases packed with family necessities. Both parties to the pact make it known to friends and relations, so that those interested will know where to inquire. If all



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citizens were to make such arrangements in advance, obviously the task of emergency aid would be immensely simplified. The idea "caught on" in Baltimore at the expense of only a little publicity by the defense council, as it needs no organization.

IN GENERAL, THE AMOUNT OF PARTICIPATION BY SOCIAL workers in war-defense planning is encouraging, and there are signs that where it has lagged, it is likely to increase as community needs come home to the defense councils, and as social work is able to make practical proposals.

One thing that might hamper or defeat the full carrying out of service which social work can perform would be loss of personnel to other forms of war effort. Actual induction into the armed services is a draft upon the profession that cannot honorably be avoided; but Margaret Bondfield, on her recent visit to the United States, told graphically how, in the early stages of the war, British social workers, called upon only for "stand-by" services, voluntarily flocked away into what then promised to be more active and colorful forms of service. Their loss proved a serious handicap when overwhelming tasks descended upon social work. Let us "possess our souls in patience," and not repeat so costly an error.

# A Task Force for the Home Front

By MARY C. BROMAGE

*Chairman, Press Committee, CDVO, Washtenaw County, Mich.*

THE world's largest bomber plant, now going into full production, is changing the map of southeastern Michigan. Super-highways, by-passes, expressways, loop the streamlined factory. Shack-towns, trailer camps and low cost housing projects are fanning out on the flat meadows. Taverns have taken over where barns stood a few months ago. Transients have moved in on the homesteaders. As night shifts come and go, railroads and busses are running on new schedules. Washtenaw County last year was a rural county, safely out of reach of urban Detroit, boasting only a couple of medium-sized cities, a half dozen villages, and a winding river. Today the location of Ford's Willow Run plant is a kaleidoscope of social change.

The latent dangers of disease, discontent, and deprivation are a major problem for civilian defense in the vicinity. New families are sending into the local schools children unimmunized against diphtheria, smallpox or typhoid. Single men, unable to find adequate rooming houses, take turns in beds slept in twenty-four hours a day. Mothers, called to jobs on the assembly line by labor shortages and high wages, are leaving young children at home alone. Delinquency rates have curved upwards.

That a blueprint for civilian defense had been handed down from Washington meant little in this midwestern county during the months before the country was at war. A handful of men and women saw what was coming, but their talk about an emergency fell on deaf ears. Then came the shock of Pearl Harbor, and overnight the United States was engaged in a war, not on one ocean front but on two. Washtenaw County, for the first time fully aware of the bomber plant in its midst, came to with a start. Every farmer, every housewife, every salesman, every beautician, every school child was asking: "What can I do to help?" Who was there to give the answer?

Like every county in the state it had, on paper, a council of defense consisting of several busy men and women previously appointed by the governor. Never was local leadership at such a premium. Public opinion craved authority and direction. Fortunately there was, under the defense council, a Civilian Defense Volunteer Office, thanks largely to the foresight of one woman. The office, however, had no headquarters, no funds, no public backing.

Pearl Harbor had vindicated the volunteer office's plea for countywide enlistment of civilians for home war work, a suggestion that prior to December 7 had been ruled out as a species of either hysteria or social reform. As the first step in the new direction of civilian mobilization the county defense council secured office space in the armory for the volunteer chairman and her fellow workers. Before a week was up, the Civilian Defense Volunteer Office had spread into waiting room and hall as well. Prominent county leaders, city mayors, village presidents, agreed to serve on the CDVO's sponsoring board, together with representatives of the public schools, county supervisors, Red Cross, churches, patriotic societies, farmers' organizations, social service agencies, labor, management, men's clubs and women's clubs. Lines of responsibility were drawn upward from the local defense organization through the state to the regional defense headquarters and to the national Office of Civilian Defense.

While the CDVO was with one hand pulling in seasoned community leaders to plan registration, training and placement, it was with the other coping with armory-bound men and women, all eager to help win the war. Recriminations redounded when every round peg was not slipped into a round hole the first week war was declared. Services offered ranged from repairing hospital apparatus to translating Malay. The appeal for volunteers was democratic to the core, open to everyone, with sex, age, race and religion no barriers. Many persons who signed up were employed in the bomber plant or in other defense industries. Many others had sons or husbands in the armed forces.

As enrollment was extended by the volunteer office from the county seat to the other communities in the county, the peculiar suitability of the county as the unit for defense organization in midwestern states like Michigan proved itself. It turned out to be neither too small for its regional ramifications, nor too large for a cohesive program. Behind closed doors, the chairman of the defense council, by now proud of his volunteer office, took stock with the women workers. Their organization was under way; funds had been voted by the county board of supervisors and the city council. The county was looking for quick results.

Numerous and zealous as were the men and women who registered, only a few were qualified at the start to fill the demands for help which began to pour in from overburdened, war-stricken community agencies. Anticipating that demand for skilled personnel would continue to increase, training classes were launched by the CDVO in fields not



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covered by Red Cross courses in first aid, nutrition, home nursing, nurses' aide, motor mechanics, canteen work. Groups such as the university extension service, the county branch of the American Association of Social Workers, the League of Women Voters were asked to sponsor CDVO courses that came within their lines of interest.

"Mental hygiene for children under stress" was the name of a course offered by a psychiatrist for teachers who had expressed concern over their young pupils' reactions during air raid drills. Treatment of emotional casualties was included in the training of hundreds of auxiliary fire and policemen and air raid wardens, who also received mimeographed information on panic prevention. The Red Cross first aid course was supplemented with new instruction in mental first aid. Press relations, modern child care, marksmanship, household repair work were but a few of the training courses conducted under the direction of experts. A nationally known authority in the field of consumer problems gave a course to supplement the work of a newly organized Consumer Information Center. Long lists of registrants who had been carefully classified were notified by volunteer telephoners as courses in specified fields became available. Within a few months one thousand volunteers were trained at the county seat in the first thirty courses offered.

When graduates of some of these courses were ready for active duty, the placement branch of the CDVO swung into action. The first rush of calls was easy to fill; the glamor jobs were never a problem. When the draft board needed women with clear voices and legible handwriting to register men under the successive selective service act requirements, the files furnished plenty of material. But in specialized fields of service, judicious assignment was of first importance if the job was to be filled to the satisfaction of supervisor and volunteer alike. When the county health department needed a group of women to help immunize hundreds of school children, careful selection was entailed. The highest quality of volunteer service was expected by established social agencies.

Among the special wartime jobs to which volunteers were assigned during the first six months of operation were sugar rationing, surveying of farm labor supply, sale of war stamps and bonds, manning information headquarters, inspecting rooms for defense workers, assisting the base hospital unit before it moved out of its civilian station. The red tape of organizing the county for home defense absorbed hundreds of men and women. A corps of secretarial volunteers served in half-day shifts at the CDVO. Speakers, statisticians, filers, classifiers, were required by county defense chiefs. The public schools used volunteers to intensify their preventive health measures. The hospitals, faced with drastic shortages in most departments, received help in the form of receptionists, clinic assistants, escorts, and nurses' aides.

Local youth agencies expanded their programs with the help of volunteers. Boy Scouts, in demand as messengers, aides to wardens, fire-watchers, stamp salesmen and rubber scavengers extraordinary, called for office helpers, troop masters and cub leaders. Girl Scouts and Girl Reserves took up first aid, made insignia for the defense authorities. The Negro community center secured four CDVO group leaders to teach dramatics, athletics, home economics, and nature lore. New problems confronting the still younger generation were complicated by employment of mothers. One nursery school, set up exclusively for the children of mothers working in defense industries, was staffed in large part with volunteers — playground helpers, a rhythm teacher, a home case worker, general assistants. Volunteers also surveyed needs of working mothers as a whole to determine the extent of day care necessary. At one of the public schools where the class work of certain pupils was below par, a volunteer nutrition corps served a hot breakfast to those children in whom undernourishment was detected.

Every agency seeking volunteer help from the Washtenaw County CDVO is asked two questions: Could you pay a worker for this job? If so, it is not considered a job for an unpaid worker. Is the job related to civilian defense, either as a direct war need or in the broad scope of community reinforcement? If not, the request is not accepted, for the CDVO is interested in supplying personnel for only two purposes: to preserve and strengthen essential social and civic service important to community morale; to assist with the new, emergency jobs created by the war.

When an agency makes its request for help it must indicate clearly the duties to be expected of the volunteer, the abilities and experience demanded by the job, at what date volunteer help will be needed. After placement has been made, it is the agency's responsibility to furnish proper supervision, to explain the requirements of the work and its relation to the war effort, to report back to the CDVO on the quality of the volunteer's work. Volunteers are expected to be punctilious in performance of their jobs and to act with the realization that their work bears directly upon the successful prosecution of the war.

It is true that urban ardor cooled as Pearl Harbor receded into the past. The placement committee found registrants less eager to get up for a morning assignment, its office-girl enrollees less willing to undertake evening work. Without the psychological impetus of immediate danger, self-sacrifice seemed harder.

But the rural regions of Washtenaw County were at this point just ready to act. Not till registration in all of the county's incorporated communities had been completed by local committees, working under the supervision of the county coordinating committee, did each of the twenty townships begin registration under the same supervision. County headquarters had moved thus cautiously to supply integration between city and county programs and at the same time stimulate local initiative. The justification came in the form of a unanimous vote of approval for the plan by the County Board of Supervisors.

Under the plan, each supervisor was asked to give his help to the CDVO's township chairmen in finding answers to the following questions: If children have to be evacuated from the county seat and urban areas close to the bomber plant, to what homes in the country can they be sent on a moment's notice? If certain food shortages occur, if transportation difficulties become acute, will farmers' wives have reserves of canned fruit, vegetables and meat? Because of the importance of such specific information, special questionnaires were used in the rural registration. The county agricultural agent, the Farm Security demonstrator, the county nurse, and a Red Cross representative suggested questions as members of a county coordinating committee. Other questions were submitted by local officials such as the



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sheriff, who was interested in equipment: "How many trucks do you have, tractors, shovels, drag lines?"

Once the questionnaires, posters and instructions were distributed, the county coordinating committee sat back and waited for the township chairmen to show results. Townships were subdivided according to school districts. One chairman had neither 'phone nor car; another had ten children, four of them in the army. Some of the chairmen got permission to use polling places on election day early in April to enroll volunteers. Registrations were high where elections were contested. In other townships, one-room schoolhouses were used and registrars were appointed from parent-teacher associations and Granges. Distribution of sugar ration books was combined with civilian defense in some townships. Occasionally a house-to-house canvass supplemented other methods.

Once the rural returns had been tabulated at the county headquarters, lists of volunteers by preference of service and training were turned back to the township leaders. The classified names were used by county agricultural authorities in forming rural war clubs for a succession of wartime movements, from salvage campaigns to discussion groups and stamp sales. Classes in Red Cross home nursing were organized by request of farm and trailer residents. Canning of farm produce was made possible on a large scale when surplus jars were salvaged by volunteer effort and distributed where needed.

With all these accomplishments the Washtenaw County CDVO feels that its work is only beginning. In the offing are projects to be undertaken with organized labor to solve some of the social problems of incoming workers; organization of community women on the block plan to help improve home conditions reported by air raid wardens; drawing into the defense picture clubs and societies which so far have remained aloof. The program motivated by the social imagination of one woman has caught on with persons of all walks of life who are out to win the war.

Nothing can be certain about the post-war period except that democracy must be the bare essential of any peace. Volunteer mobilization now can create a strong social fabric capable of conversion to the equally critical reconstruction days that are to come.

# Color—and Negro Child Placing

By EDWARD DALTON

*Case Worker, Brooklyn Nursery and Infants' Hospital*

IN child placement of any kind, an understanding of the set life patterns of the prospective foster parents is secondary only to an understanding of the needs of the child. The two must be viewed together like the pieces of a jigsaw puzzle, for only when their edges are similarly cut will they fit together successfully. Jigsaw-like, too, what at first may seem utterly unsuited, when turned around in the light of experience may be found to be a fit; or the reverse may occur. Only when the social worker knows the life experiences that have formed the attitudes of the prospective foster parents can he evaluate their behavior and the effect it might have on the child.

It is an accepted fact that cultural and racial characteristics of child and foster parents must be taken into account before making placement. The prospective foster parents usually come to the agency asking for a child who will fit into their family group. In Negro families color is an important factor, and has greater psychological importance than is usually reputed to it. If social workers are to make successful foster home placements they must understand the basis for feelings and attitudes about color.

Daily, Negroes are made aware of the importance of skin coloring. Enjoyment and participation in all phases of community life are denied to them because of their color. Being Black in America is an outward sign of inferiority, a symbol of racial and class difference, which brings the Negro many traumatic experiences. The problem of trying to become more like the dominant group develops in some persons inferior feelings, in others aggressive tendencies.

In the days of slavery the most important Negroes were those employed in the house of the master. Often Negroes in the "big house" held the confidence of the family. Sexual relationship between the master and slaves resulted in mulatto offspring. These mulattoes were set apart from the rest of the slaves by two differences: a difference in color and a difference in treatment. Many were given the same training as the master's legitimate children. The other slaves developed ambivalent feelings toward them, envying them their advantages and scorning them for being children of white men.

Many of the mulattoes became freed men and established a social and cultural group of their own. After emancipation they remained apart from other Negroes. They were the skilled laborers and artisans, jealously guarding their privileges. With changing times they gradually mingled with the others, but they retained much of the deep feeling of pride in being like the dominant white group. The great mass of Negroes living in a culture where white was right and, seeing those of their people who were more nearly like the white group having an easier time of it, reacted toward them with feelings of inferiority or antagonism similar to their feelings toward the whites.

The obstacles that the Negro has had to fight because of his color has given rise to many frustrations for which the social worker must be on the alert when considering prospective Negro foster parents. Because the would-be parents are most likely to be on their best behavior during interviews, the social worker should explore with them their response to a more or less hypothetical child. Often such a hypothetical discussion will bring out feelings in regard to color, as was the case with Mrs. Smith—

. . . a pleasant brown-skinned woman who had been seen by the social worker several times during the process of home study.

Mrs. Smith had said that "any child would do—all colored people were the same and she would feel the same about any child." She was reminded that all of us were different in some respects, and that it was necessary to recognize these differences. When the variety of differences between members of the same family was mentioned, she told of a very



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light younger sister of hers who had been the favorite of the family, and explained that her paternal grandfather was "almost white." Though she used to feel that the family loved this sister more than they did her she now realized it was only her imagination. She always admired her sister's "pretty clear skin."

On second thought, Mrs. Smith decided that the color of the skin and the texture of the hair might mean a great deal to a girl and she would prefer one that was "not too dark and had nice hair."

Later interviews revealed the many frustrations suffered by Mrs. Smith through competition with her sister. Although she spoke of how much they thought of each other, it was apparent that she hated her.

Many Negroes, having suffered experiences similar to Mrs. Smith's, wish to spare their children humiliation in regard to their color. This desire frequently leads to overprotection, which instills an aggressive or a submissive attitude in the child. This same type of protection is practiced by members of other minority groups—for example, the Jew who raises his child as a Catholic or Protestant. It is a denial of self which has many psychological implications. The social worker must be careful to evaluate the foster parent's true feeling about color and help her to understand it before making placement.

Frequently the prospective foster parents are outspoken in their preferences for certain children. There was Mrs. Trees—

. . . a very dark, well groomed woman, who seemed a little tense, and said that she would like to board a light colored child. She explained that her husband was light and everyone would think the child looked like him. . . .

As the study progressed Mrs. Trees told of her own childhood. Her father was a "well living" farmer who owned many acres of good farm land and several houses. She had received many more advantages than most of the colored children but often felt "snubbed" because of her color. Many of the lighter girls did not care for her but were nice because of her family's position.

Mrs. Trees thought it was very important for a girl "to be the right color."

The feeling that a light girl stands a better chance for love and economic success is a common one among Negroes. A woman of high social standing has the greatest difficulty in coping with the problem of dark skin. Mrs. Trees sought to escape this in her marriage, and to overcome her feeling of inferiority, but it was evident that she still had many problems to be worked out before a child could be placed in her home. And even though the placement might never be made, a discussion of the problem would be of value in helping her to meet reality.

Then there are those Negroes who are proud and aggressive concerning their color, like Mrs. Page—

. . . a very dark self-assured woman, who was discussing the way her mother had handled problems that came up with her children. She attributed her mother's success to the pride the children were made to feel in their family and race. None of her family had ever mixed with whites and they all had decent jobs and were respected in their communities. She repeated several times that Negroes must learn to be proud of their color. She was "glad to be Black." Negroes should look like Negroes, she said. "I want a dark child to give him a good home and make him proud of his color."

Such an expression cannot always be accepted literally, for it may be the defense of one who wishes to protect his own feelings by defending the group to which he belongs. As such it may involve contradictory, ambivalent attitudes. The speaker may be resorting to praise of all who are like himself, because of inability to express his real hatred of the color which has caused him hardship and suffering. For the sake of the child to be placed, the social worker must be aware of how deeply frustrated the prospective foster parent is.

With mature individuals who have received satisfaction in their relationships, color is not important. Out of their own security and adjustment they can accept any child and make him feel at home.

CHILDREN USUALLY HAVE THE SAME FEELINGS ABOUT color as their families. The child is molded in the family cultures, and has been affected unconsciously by the impact of the cultural background. And when children are separated from their parents their psychological problems usually become intensified.

Very young children are not aware of color differences, but as they grow older they are made aware of these differences from within their own racial group as well as from the white group. Many Negro parents try to protect their children from the realization that they are "different," and that a "special" place is reserved for them. But the child invariably experiences a rude awakening, which may endanger his whole personality structure. The impact a parent's ideas may have on a child was illustrated by Charles—

. . . an attractive, intelligent, dark boy of eight years, who was being considered for foster home placement because his mother was unable to work and give him the care she felt he needed.

While walking with Charles one day the social worker met a mulatto acquaintance. The boy was introduced and during the brief period greetings were exchanged he was visibly ill at ease. A little later he asked whether the man was a good friend of the social worker. When assured that he was, Charles commented on the man's light color, remarking that his mother always said that light people did not like dark ones because they felt they were better. However, when urged to relate his experiences in school, he said he had found that some of his light and white classmates were "swell kids." He spoke of the toys they had and expressed a desire to own some of them.

Charles said that he had told his mother he hoped to be placed in a "nice" house, but she did not want him in a home with "half white dicty folks." He hoped that this would not happen because he wanted the people to like him.

Charles' own experiences and those of his mother were in conflict, but it was important to avoid giving him the impression that his mother's attitudes were being questioned. The contradiction came in his own relationships in school. He was identifying a "nice home" with the type of people that he felt could not love him. Like many underprivileged Negro children he thought of certain luxuries as belonging to white or light colored people, because in his experiences he had seen only such people enjoying them.

The social worker's ability to help a child depends upon an awareness of social situations and upon skill in helping the child develop his own capacities to deal with them. Such a skill can be put to intelligent use only when there is a real understanding of cultural factors and the dynamics of cultural conflicts.



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MISS BAILEY MEETS

# A Time-and-a-Half Volunteer

By GERTRUDE SPRINGER

MISS BAILEY thought she was well past being surprised by anything. But she was wrong. Nothing ever surprised her more than the way the army came to her village and the way the village opened up to the army.

With its elm-shaded Main Street dominated by three austere white churches it was about as unmartial a village as one could imagine. For generations its grey shingled houses had turned uncommunicative faces on the world. If human joys and sorrows occurred, as they did, it was behind drawn blinds. Of course the inevitable grapevine operated, so if you hung around the postoffice at mail time or lingered at the drugstore when the newspapers came in, you knew pretty well what was going on. But the general rule of decorum was, "You stay in your house and I'll stay in mine."

Although the army came suddenly there had been preliminary warnings. Men from the big training camp, a dozen miles away, sometimes drifted along Main Street—no one knew why. There wasn't a thing for them to do after the drugstore closed at nine o'clock. A few young girls signed up for the USO dances over at the county seat, not without some disapproval from their more conservative elders. Half a dozen families had other people's sons from the big camp for Sunday dinner, reporting afterward that "you couldn't ask for nicer boys." But in general the village stayed in its houses.

Then, one early summer day, the grapevine began to hum. The woods behind Thompson's place were being cleared for a new camp, maybe 2,000 men, maybe 20,000. Over the other side of the cove a bigger camp was going in—you could see the tents from the road back of Hamer's garage. "They say there's an outpost, whatever that is, in the old Wilson place out on the point. You can't even drive in there any more." You could hear anything, and you did.

Almost overnight the color and the tempo of the village changed. Jeeps and military trucks crowded the parking places. After six o'clock the soda fountain at the drugstore was mobbed. Sunday papers were sold out before mild-mannered ladies could get up to the counter. Every evening men in khaki held down the benches in the little park by the postoffice, to the inadequately concealed interest of young girls. Just scratch a soldier, in the way of conversation, and you got: "There doesn't seem to be much to do in this town." And there wasn't.

Of course Miss Bailey knew that all this had been happening in small towns all over the country, and she knew, too, how they had risen to what social workers call "a challenge and an opportunity." But she was curious to see how her own right little, tight little village would react. She knew that in principle the situation should be coped with by going community agencies, but to the best of her knowledge there were no local agencies here even remotely qualified for the kind of organization that seemed called for.

Miss Bailey, long exposed to the virtues of organization, believed that that would and should be the first step. Again she was wrong. The village didn't organize; it hasn't organized yet. But now, without benefit of anything but what you might call backdoor cooperation, there's something for a soldier to do in this town, and a quality of simple, friendly helpfulness that the soldiers say rates a double star.

The beginning was slow. Miss Bailey first became aware of it when she saw a notice in the drugstore asking for magazines and towels for the use of soldiers at the community house. Now this community house was not exactly what its name implied, at least in Miss Bailey's terminology. An old schoolhouse, reached only by a sandy unpaved road, it had stood unused for years until the WPA made it a project. For the army to be using the community house was news indeed.

Dutifully Miss Bailey carried her bundles of not-too-old magazines and not-too-worn bath towels up to the community house. Showers were being rigged and some card tables were set up, but no one knew much about what was going on. It just seemed to be happening with no one admitting to any responsibility. But in the evenings, Miss Bailey noticed, the usually dark building was lighted and men in uniform were coming and going up the steep sandy road.

THE next intimation came at church when the minister asked for donations for the Saturday night suppers that the ladies were arranging for the soldiers. Soon after that the grapevine brought word that the summer people were opening their estates to groups of men for afternoons of their own daily round of swimming, sailing, tennis and picnics. Miss Bailey made a few discreet inquiries about that particular activity. The soldiers liked it, no question about that. It was fun to see how the other half lived, and it gave you something to write home about. But it was reported that one of the men had startled his amiable hostess by asking if he could have a hot bath, and another by asking if he could come back next week and have the use of the laundry for a couple of hours.

So far, "doing something for the boys" was not unlike what Miss Bailey had observed elsewhere. And then one morning there was a new notice up in the postoffice: "The men at the camp need mirrors, wire hangers, washtubs and flat irons. Please leave all you can spare at the drugstore."

It was noon the next day before Miss Bailey got around with her own offering of a slightly foggy mirror and an armful of hangers. She found the druggist completely snowed under. Hangers were almost in his hair. "Put your stuff any place you can find," he barked. "That woman asked to have things left here. How was I to know it would be like this? What's the matter with the army that it doesn't provide this stuff?"

It took Miss Bailey a long time to catch up with "that woman"; not so long to discover what was the matter with the army. These new camps and outposts were, it seemed, doing a specialized job of "tough" training under conditions as primitive as the woods in which their tents were pitched. With orders changing overnight, laundry,



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for example, became a major problem. A man could leave his bundle in town today and be on his way to Shangri La tomorrow. But if an outfit had a tub and an iron it was sitting pretty. As for mirrors, there weren't any. "And just you try shaving with a candle and no mirror."

"THAT woman" was finally run down at, of all places, an all-day country auction where the church ladies were turning an honest dollar by selling coffee and sandwiches to such auction tyros as had not brought their own lunch. The ladies had promised her any sandwiches unsold at the end of the day and she had come to get them to take to men in an outpost so isolated that supplies did not always get through. "But my car is light and can make it," said "that woman," busily stowing sandwiches in a battered hat box. "And good hearty homemade sandwiches are always a God-send."

Miss Bailey had to use all her wiles to capture "that woman" for even an hour. She had a dozen urgent things to do: to pick up and deliver the latest grist of mirrors and flat irons; to "see a man" about digging potatoes for the crippled grandmother of a local soldier, now far away, whose letter had reflected his deep anxiety about this particular chore. "He'll be a better soldier when he knows those potatoes are in the cellar." She had to see the chaplain at the camp about a boy whom she had encountered last night wandering around sobbing with homesickness. "It gets them down, homesickness. They just walk the streets, looking at the lights in the houses, dreading to go back to their dark tents. But this chaplain is really good. He knows just what to say." And, most important, she had to meet a train bringing a girl from a distant state to marry her man. His leave had been postponed suddenly and he had appealed to the woman for help. She had found a room for the girl, begged flowers from a neighbor's garden to adorn it, and had promised to meet the train and explain. "So you see I haven't much time. What is it I can tell you?"

"That woman" didn't exactly know how she had gotten started in what was in effect a time-and-a-half job. She was still a little surprised at herself. "I suppose it began one day when a soldier stopped at my gate and asked if I knew where he could get a hot bath. The only possible place would be in someone's house, and it might as well be mine. The next day two of his friends turned up, hopefully, and the day after that three more with bundles asking for the use of a washtub in the back yard.

"After that, one thing just naturally led to another. I live alone so that no one was inconvenienced, but it got a bit thick, even for me. So I did a little buzzing around and that's the way the showers got into the community house. They've been a great relief to my bathroom."

"But the washtubs and things going directly into the camps? Didn't the colonel have something to say?"

"Of course. Plenty. He was crazy about them. He knew better than anyone how greatly they were needed, but he himself couldn't go around begging, and I could."

"Do the notices in the postoffice and drugstore bring enough?"

"Mercy, No. There's no such thing as enough. But I just go around and ring doorbells. Most anyone will give up a mirror if he's asked, or a bundle of clean rags. The rags those men use! Once in awhile I get turned down, but people really are nice you know."

Yes, Miss Bailey knew.

"About the toughest thing I've had to find were pieces of old carpet for men quartered in a garage out the other end of nowhere. I took them some odd stuff one day but what they most wanted was a spot or two of covering on that damp cement floor. I rang half the doorbells in town, but nothing doing. Then one morning in the grocery store I heard a perfectly strange woman say she had to hurry to get her old stair carpet up before the new one came. Well! I fastened right on. She'd had other ideas, but she was a good sport and by night the old carpet was cut up into rugs and not a man in that garage had to set his bare feet on cold cement."

"Of all the things that are going on in the village what do you think means most to the men?"

"Well, if you'd ask the colonel," the woman's clear blue eyes twinkled, "I'm sure he'd say the church suppers, the summer parties, and the Sunday dinners. But as you're asking me, I'd say washtubs and flatirons. However, I won't feel that I've done a real job until I can produce a barber who will work evenings and Sundays."

"A barber!" exclaimed Miss Bailey, "but surely the army provides . . ."

"Certainly, in the big camps. But not in the outposts. Those men must catch a haircut where they find it, and they can't possibly get to town before six o'clock when the barber shuts up. You must know what an awful inferiority complex men get from hair over their collars. It does something to their morale."

MISS BAILEY longed to pursue the relationship of haircuts to morale. But she had another question and "that woman" was getting fidgety.

"As you say, people do things if they are asked. Then why don't you organize this work a little—get a local committee going. Isn't there more to this than one woman can do?"

"That woman" hesitated a moment before she answered. "Perhaps there is. But would a committee be the answer? I've been on committees, and it seems to me that they slow the one person who does the work anyway. For the community house, for the Friday night dances, for the church suppers, committees are fine. But I've never seen a committee that would go out and ring doorbells and beg for rags and old carpet. They'd appoint someone to do it, and that someone's little boy would break out with hives and nothing would happen.

"What I'm doing doesn't need a committee. All it needs is perception, imagination, and willingness to work. Any woman can do it. You can't talk to one of these soldiers for five minutes without sensing—and you needn't ask questions, either—some simple, homely thing you could do to make the going a little easier for him. Maybe it's getting his grandmother's potatoes dug; maybe it's just gathering up a bundle of rags or offering your bathroom for a good hot soak. But whatever it is, I don't believe it's a job for a committee. A man likes to feel that these little personal things are just between you and him. Perhaps it would be different in a big city, but in a place like this I think it's a one-woman job—any woman who knows how to listen, to keep in the clear with the colonel and never, never, to make a promise that she doesn't keep.

"But if I'm going to meet the bride I must hurry along. Now remember, I'm no angel of mercy. Maybe I'm just the town nuisance. But if you hear of a barber who will work evenings and Sundays . . ."



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# Settlements: *Today and the Future*

**CONTRIBUTION**
**to the War Effort**

**EDUCATION**
**for the Peace**

***Resolutions***

**30th**
**Annual Conference**
**of the National**
**Federation of Settlements**

**Oglebay Park, Wheeling, W. Va.**
**September 23-27, 1942**

## I. Reaffirmation: 1917-1942

TWENTY-FIVE YEARS AGO, MANY OF the founders of the settlement movement were present at a similar conference in the Pittsburgh district. This was in June, 1917, two months after our country was involved in a war for the definitely avowed purpose of "making the world safe for democracy."

Not a few of its leaders had long been active in the peace movement. Not a few were already deeply engaged in the national war effort. They united in joint resolutions to which we, in our time, can again subscribe as a living testament by those whose life and work lie close to neighbors who come from every country caught in the maelstrom of this new world conflict.

*Whereas our country is involved in a war to resist attack on the United States, to defend democracy against invasion, repression and conquest, and to maintain four great freedoms as basic to the well-being of mankind:*

(1) *"Resolved,* that while a small minority of our number opposes, on conscientious grounds, all warfare, the National Federation of Settlements hereby records its loyal support of the government in the prosecution of the war to a successful issue; and further

(2) *"Resolved,* that the Federation unanimously expresses its conviction that true patriotism requires the greatest vigilance in order to safeguard democratic institutions during the progress of the war.

(3) "We recognize that the exigencies of the situation require, to a certain extent, governmental control of industrial, commercial and social life, but we affirm that to the greatest possible extent the rights of free assembly, free speech, a free press, and the freedom of conscience must be preserved. We urge the importance of exercising the greatest calmness and discretion in dealing with these issues of fundamental democracy. We conceive it to be our peculiar task (a) to oppose in our neighborhoods every attempt to sow the seeds of disloyal and illegal action; and at the same time (b) to uphold the right of honest discussion of questions of public policy, to the end that we may not lose the very soul of democracy in undertaking its defense."

## II. Education for the Peace

BELIEVING THAT IF THE PEOPLES OF the Axis countries are to be successfully divorced from their leaders' mad dreams of conquest, then the United States and the United Nations must offer them better hope and opportunity than do their present rulers:

*Resolved,* that both the administrative and legislative branches of our own government be requested to set up commissions to explore our war aims and peace aims, that these commissions hold public hearings and arrive at public findings, to the end that we may be assured of winning not only the war but the peace.

## III. Citizenship

IN THE LIGHT OF OUR NATIONAL EFfort to reexamine and reaffirm the democratic heritage and principles on which our society is built and which we are now defending as a dynamic force in the world:

*Resolved,* that the National Federation of Settlements further its efforts toward developing finer interracial and intercultural relationships through the policies and practices of member houses and in all cooperative relationships possible.

To this end, we call for the abolition of the poll tax which undercuts the right to vote by both Negroes and whites in numbers of our states. We call for an end to discrimination against American Negroes in the armed forces, in wartime production and in defense areas; and for more adequate support and staffing of the federal agencies that have made gains in this direction since the President's ringing order.

We pledge our support of measures to end lynching and to get rid of segregation as blots on American life and liberty. We pledge ourselves to help eliminate racial and religious hatreds that discount and damage our principles.

We are mindful of differences between groups in American life, but would emphasize their common likenesses and common aspirations that make the American nation one people. We are for putting human brotherhood to work anew throughout the American states. Our people are shut off one from another by no armed state boundaries, and should not be shut off by class or caste or color or old mind-sets that have outlived their day.

We are deeply concerned with the evacuation and segregation of American-born, along with alien, Japanese as a defense measure on the Pacific Coast. However efficiently and humanely the steps have been carried out, they jeopardize the long run rights of American citizens everywhere. We reject any suggestion that the same measures should be taken against alien or American-born Germans or Italians on the East Coast.

We believe that disloyalty, sabotage and treason can best be rooted out by the federal Department of Justice. We warmly endorse the setting up of alien enemy hearing boards by that department to sift out charges with fairness and justice; and we hold that a companion series of boards should be made available to all those aliens who may want to clarify their status and protect themselves against wrong and disastrous accusation.

We hail the appointment, as United States Commissioner of Immigration, of Earl G. Harrison, who as chief of the early countrywide alien registration made that a force for education and assurance. Long an active member of the board of University House, Philadelphia, Mr. Harrison is alive to the problems confronted by our immigrant groups. We warmly endorse his efforts to speed up processes of naturalization in wartime, so that the loyal non-citizen among us will no longer be stalled



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for months and sometimes for years in achieving citizen status.

And as a first step in unsnarling the coil in which American-born Japanese have been caught, we recommend that steps be taken forthwith to throw open adequate avenues for education for the young people among them, so that American opportunity and American fair play shall not turn into dust in their mouths.

### IV. Social Standards

WE CALL FOR CONTINUED EMPHASIS on safety measures in the war plants, on hygienic measures in the defense communities. We stand out against any breaking down of standards involving the health and welfare of children in wartime. These are the men and women of America's tomorrow; and will be needed as never before in shaping our future.

As close-in observers, we recognize the problems of the small towns, the small plants and the small farms, no less than the city neighborhoods of the United States. Granted that great industrial centers can mass vast bodies of workers, they have shown that they all too soon expand beyond the bounds of health, decency, and the general welfare. Granted great industrial plants are the backbone of our munitions making, that is no reason for stripping other areas and smaller communities of any basis for livelihood. Granted that mechanized agriculture and huge acreages afford assurance that our armies, our Allies, and our civilians will be fed, that is no reason for leaving small farmers without markets for their crops. We urge that the government strive to maintain balance in our business for war lest we kill self-dependence and initiative among our people.

We commend the Tolan Committee for its inquiries, hearings and findings, both in method and result, and urge that further financial support be given by Congress to continue its effective work.

This World War finds us with social safeguards that were not available in the last. Public welfare departments are active not only in every state but in every American county. A federal system of social security undergirds this network of activity: security against old age and unemployment, for dependent children and the rest.

These things have strengthened American democracy at its root-holds. But the system is by no means complete compared with those installed not only by a great industrial nation like Britain, but by the Scandinavian countries, and by such small pioneer commonwealths as New Zealand and Australia. We need to bring our existing social securities to new standards and to wider coverage. We need to come abreast of these progressive countries by establishing a system of health insurance.

Housing should be geared not only to defense needs but to long run usefulness. We should fashion neighborhoods and communities with the modern skill with which we equip our wartime plants. Management regulations should be adjusted to changing conditions in matters of rents and income levels, always bearing in mind the needs of low paid groups. The provision of well-equipped leadership to build up the neighborhood life through social, educational and recreational activities should be a charge on both community and management.

In all these streams of activity in which war powers and the tools of government—civilian, industrial, military—are resorted to as never before, we should like to underscore the part which social, health and educational agencies, voluntary no less than public, can and should and do play in the common effort.

As general practitioners, the settlements can bear witness to the wartime contributions made by community organizations and by hundreds of specialized social agencies and movements. To the spirited part, also, which civilian volunteers are playing today—as new streams of citizenship participation and of practical helpfulness.

Seminars throughout our conference have pooled the thinking of men and women from the North, South, East and West, and from overseas. Two have dealt with welding long range values into the war effort, and with neighborhood planning as a factor in community-building for the future.

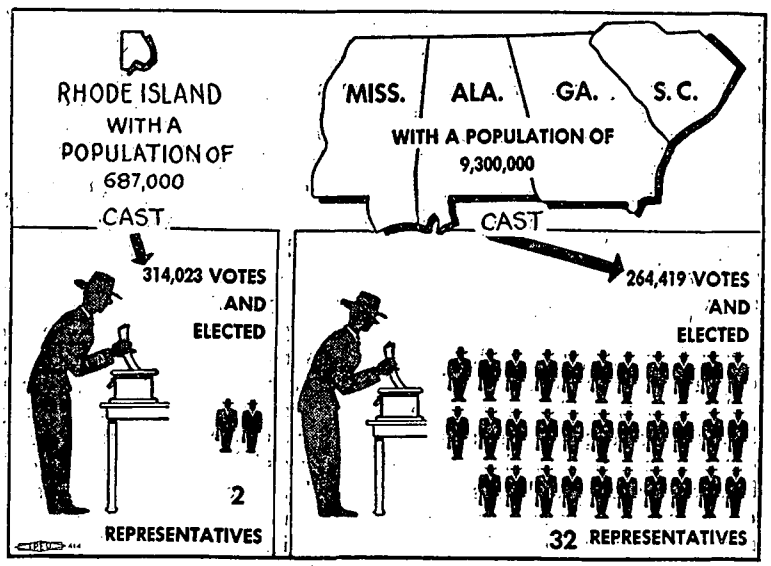
Just as the prevention of war is a prime responsibility in times of peace, so now is high time to help lay the groundwork for the general welfare after the war—here and throughout the world.

### V. Tribute to John Lovejoy Elliott

IN GRATITUDE FOR YEARS OF HAPPY association with John Lovejoy Elliott, apostle of eternal optimism based on abiding faith in human beings:

*Resolved,* that to us he is now a living force in our movement. To him the settlement, or neighborhood house —a term he preferred—was a center of ferment of all that is comradely in life. Human beings were sacred to him, and anything that could foster fellowship and the gradual flowering of our life together was dear to him. Education and recreation and work were fused in his mind as ways of bringing out all the resourcefulness of the individual and developing a common life of dignity and beauty.

His gorgeous humor, his devotion, his laughter, and his warmth of spirit made him a wonderful comrade. He was a leader in many fields, but his leadership never set him apart, rather it intensified his closeness to his fellow men. He has not left us saddened; rather he inspired us to share in his spirit of joyful neighborliness.




From the National Committee to Abolish the Poll Tax



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# Here in Washington

By Rilla Schroeder

SINCE Representative Eliot of Massachusetts is a former Social Security Board employe and since he is understood to be in the confidence of the Board it is safe to assume that his bill to amend the Social Security Act (HR 7534) has the Board's approval. It might even be safe to assume that it is the Board's bill. Some such bill has been coming to a boil in the Board's innermost soul for some time.

Unfortunately Mr. Eliot, who is a good man, was not renominated in his primaries so he will not be back in Washington next January or, at least, not as a member of Congress. Someone else, then, will have to re-introduce the bill, as it is far from probable that any action will be taken on it this Congress. Mr. Eliot knew that, of course, and so did the Board. The introduction of the bill was by way of a "feeler," designed to smoke out any opposition.

Its salient features are as follows:

1. Designates the insurance titles of the Social Security Act as the Federal Social Insurance System.

2. Creates a Federal Social Insurance Trust Fund, administered by a Board of Trustees composed of the Secretary of the Treasury, Secretary of Labor, and Chairman of the Social Security Board. Provides that such Fund shall consist and maintain separate accounts for the securities being held for the Old-Age and Survivors Insurance Trust Fund, all moneys deposited therein by a state from its unemployment fund, and all moneys deposited by the Railroad Retirement Board to the credit of the railroad unemployment insurance account.

3. Establishes a scale of social insurance contributions, for both employer and employe, at 5 percent for 1943-45; 5½ percent for 1946-48; and 6 percent thereafter.

4. Provides coverage for self-employed persons, with contributions based on the market value of their services, at the following rates: 4 percent for 1943-45; 5 percent for 1946-48; and 6 percent thereafter.

5. Provides coverage for persons in agricultural labor, domestic service and non-profit institutions, for crews of small fishing vessels, and for insurance agents working on commission. A special schedule of contributions is provided for both employer and employe, as follows: 2 percent for 1943-45; 2½ percent for 1946-48; and 3 percent thereafter.

6. Provides that insurance benefits shall be payable when the insured suffers total disability; to reduce from sixty-five to sixty the age at which a female insured person or a female dependent may become eligible for benefits; to extend benefits, regardless of age, to the wife who is caring for the children of a husband entitled to primary insurance benefits; and to increase slightly the amounts of the primary insurance benefit.

7. Safeguards the social insurance rights of persons in active military service during the emergency, by providing that during service such person shall be deemed to have been paid monthly wages equal to the greater of the following: (1) $100, or (2) the monthly average of wages received during the four calendar quarters immediately preceding the period of military service.

8. Provides a uniform system of federal unemployment insurance and temporary disability benefits, including maternity benefits.

9. Provides federal hospitalization benefits for employed persons and their families. Benefits ranging from $3 to $6 per day shall be payable for a maximum of thirty days hospitalization, or to sixty days under special circumstances.

10. Provides unemployment compensation allowances to persons who have completed a period of not less than ninety days of military service prior to twelve months after termination of war. Establishes a basic weekly allowance of $16, which is increased to $23 if there are three or more dependents. An eligible individual shall be entitled during his benefit year to a total amount of benefits equal to twenty-six times his weekly unemployment compensation allowance.

The bill attempts to meet one anticipated objection by excluding from coverage "service performed by any duly ordained or duly commissioned or licensed minister of any church in the regular exercise of his ministry, and service performed by regular members of religious orders in the exercise of duties required by such orders." Memories of the uproar created during previous attempts to bring employes of non-profit institutions under the social security system indicated to the drafters of Mr. Eliot's bill the advisability of including that bit. Similar memories are responsible, too, for the exclusion of public employes. If either now want to come in, the hearings will offer them the opportunity to recant.

✦ ✦ ✦

HARD ON THE HEELS OF MR. ELIOT'S bill comes the proposal by Senator Vandenberg of Michigan to "freeze" old age insurance taxes at 1 percent for the duration. Under the present law, the tax automatically would increase to 2 percent on January 1, 1943. The Eliot bill would have it raised to 5 percent for the coming years. The Senate Finance Committee has accepted the Vandenberg resolution and incorporated it in the revenue bill. Its chances of approval by both the House and Senate are good.

The Vandenberg move, of course, has its source in the old objections to the present system whereby all social security contributions go into a general Treasury fund from which they can be drawn upon for any governmental purpose. Special Treasury bonds are placed in the fund as security, which the Treasury and Social Security Board contend are as good as money, backed as they are by the entire credit of the United States. Behind the move, also, is the viewpoint expressed by Senator Vandenberg that the social security system should not be used as an anti-inflationary agent. The 5 percent advocated by Mr. Eliot and the Administration, unquestionably would serve to siphon off a good bit of the nation's present surplus cash. As far back as January the President recommended increased social security taxes for this purpose. At that time he estimated that the additional tax should bring into the Treasury something like $2,000,000,000, badly needed for the war.

✦ ✦ ✦

TWO UNIVERSAL SERVICE BILLS HAVE been dropped in the Senate hopper despite the Tolan Committee's contention that mandatory legislation on the subject is unnecessary.

The Hill bill is understood to have the approval of the War Manpower Commission and is accepted as the Commission's "feeler" to determine public and congressional reaction to the proposal. It is uncomfortably vague, merely amending the Selective Service Act to give the President power (he has it already according to opponents of the bill) to "determine, proclaim and select material resources, industrial organizations, and services over which government control is necessary for the successful termination of the war." The second bill, sponsored by Austin of Vermont is more specific, naming the Selective Service

*(Continued on page 287)*



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# The Common Welfare

## War Housing

"THE war housing situation grew steadily worse as the summer closed, with millions of man days lost in war production and no clear-cut policy in sight to break the priorities deadlock that has paralyzed construction in scores of war centers."

In this statement, the National Committee for the Housing Emergency and the National Public Housing Conference have expressed jointly the view held by most official and non-official "housers," industrial managers and army and navy officers concerned with war production. They maintain that the lack of homes for war workers is due in no small measure to faulty liaison among the Washington agencies controlling priorities.

About 150,000 dwellings for which funds are available are involved. In some localities, completed homes actually stand unoccupied because materials for connections with utilities are lacking. Elsewhere, work cannot proceed in partly finished homes because necessary materials are not forthcoming.

As things stand, the present rapid labor turnover in many war industry areas can be laid in no small part to intolerable housing conditions for in-migrant workers. And the experts thus warn us new *appropriations* [see page 287] are not in themselves a solution. Unless those in authority allocate *materials* on the assumption that housing is a primary and not a secondary need in relation to war production, the turnover will reach the proportions experienced in World War I.

## For Our Seamen

ON September 1 the United Seamen's Service was only a brain wave in certain heads on the War Shipping Administration. On September 7, still hardly more than an "idea," it accepted the Long Island estate of Major and Mrs. Kermit Roosevelt as a convalescent home for torpedoed merchant seamen. On September 11, it acquired a pilot in the person of Douglas P. Falconer [see page 282], a "home port" at 39 Broadway, New York, and announced its incorporation as a private organization to provide medical relief, recreation, and other services to American merchant seamen in all parts of the world.

By the end of September the organization had dedicated two recreation centers, one in New York, one in Baltimore, was operating two rest homes on the East Coast, and organizing local committees in East, West and Gulf Coast cities. It had a man in England laying the groundwork for the opening of Seamen's Service Centers in ten British ports, and had set in motion the preliminary diplomacy necessary to carry its operations to the far corners of the world to which our merchantmen are today repeated visitors.

The new service plans to meet a long time need, accentuated and aggravated by the incidence of war. The United States has been among the few countries with a merchant marine which have not ministered to the needs of their seamen in foreign ports through clubs providing recreation and home comforts. Today, when many of these ports are in danger zones strafed daily by enemy planes, when the men who land in them do so after long stealthy voyages fraught with harrowing experiences, the need for comfort, relaxation and, in many instances, medical attention is an immediate necessity.

## Civil Liberties

BOTH gains and set-backs were reported on the civil liberties "front" last month, as the Department of Justice eased restrictions on some aliens, and as local courts upheld restrictions against certain groups of American citizens.

By order of Attorney General Biddle, aliens who entered the country as students or visitors and who are unable to leave because of the war are now permitted to accept employment or engage in business without individually obtaining government approval. Another announcement from the Department of Justice makes it possible for aliens to be removed from the alien enemy category who, under the erroneous impression that Axis conquest had changed their nationality status, had "mistakenly" registered as Germans, Italians, or Japanese.

On the other side of the ledger was an injunction issued by the Los Angeles Superior Court restraining Negroes from living in homes purchased by them in a residential district restricted to "Caucasians." Another set-back occurred when the U. S. District Court at San Francisco upheld the military orders evacuating Americans of Japanese extraction from the West Coast. But the gravest danger to American concepts appeared in the nation's capital where Senator Rufus C. Holman of Oregon proposed a constitutional amendment which would permit Congress to deprive of their citizenship American-born persons whose parents came from countries which claim sovereignty over all children of their nationals.

PUBLIC

## American Common

LATEST venture of Common Council for American Unity in its efforts to promote friendly relations and cultural understanding among Americans and "future Americans" of various nationality backgrounds, is the formation of the American Common, to open its doors in New York as soon as a physical setting can be found. This modern version of the old village "common" is to be a meeting place where persons "regardless of birth or creed or color" may come together for discussion, entertainment, good fellowship. There will be lectures and round-tables centering on the "contributions of the different groups in our population and important phases of the American epic, the workings of American democracy and problems of civilian defense and post-war society" and there will be concerts, recitals and dramatic programs; art exhibits; informal social gatherings; a reading room with an "international" library. The New York center is planned as only the first of a network of American Commons throughout the United States, through which it is hoped to bring mutual understanding and a unity of ideals to the forty or more nationality groups that go into the making of American stock.



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# The Social Front

## War and Welfare

DURING the first week of September the War Department mailed out 36,000 checks as the first payments to families of service men under the Service Men's Dependents Allowance Act. [See *Survey Midmonthly,* July 1942, page 200.] The checks took care of all applications received and processed up to August 29. For the families of soldiers who were in the army before June 1, the amounts covered the three months prior to September 1. Since no payments are made for fractions of months, others received amounts covering the time which had elapsed since the first month after the filing of the application.

It is reported that the new Allowance and Allotment Branch of the Adjutant General's Office, working with the War Department's allotment division, is processing 10,000 applications every twenty-four hours. Because much more trouble has been involved in processing applications made by dependents than those filled out by the service men themselves, the department has suggested that the men make the applications rather than leaving it up to their families. It has pointed out that the expert assistance available to the men in the ranks protects their applications from mistakes which might otherwise delay payment.

**Serving Their Country**—Over a hundred wards of the Illinois Welfare Department's Division of Juvenile Delinquents have enlisted in the army or navy during the past year—10 percent of the division's total male caseload. All were once inmates of the Illinois State Training School for Boys. A service flag in their honor, bearing 101 blue and one gold star, hangs in the department's Chicago office. The number is exclusive of the many former wards who enlisted or were drafted after leaving the division's care.

**Aid to Aliens**—The United States government has assumed the obligation of providing aid to enemy aliens and their dependents when need has resulted from federal restrictive action such as internment or ordered evacuations. The program, administered by state welfare departments on a 100 percent reimbursable basis, provides relief for German aliens not accepted by Germany as nationals, Italian, Japanese, Rumanian and Hungarian aliens, and citizen dependents of enemy aliens. Needy German aliens accepted by Germany as its nationals, may receive monthly relief checks from the Swiss Consulates from funds deposited for such a purpose by the German government, in accordance with a reciprocal agreement reached between the U. S. State Department and the government of Germany. Such Germans, however, who are unwilling to accept relief out of German funds may receive federal aid. Reciprocal agreements similar to those worked out with Germany are being negotiated with other enemy countries for the care of their nationals in this country who are in need.

**Old Folks at Work**—Nearly two thirds of the men now eligible for old age insurance benefits have deferred acceptance of their pensions, preferring to work, according to a recent announcement from the Social Security Board. The board's figures show that 240,000 over sixty-five are receiving benefits out of the total of 825,000 eligible for them. Of the 585,000 who have chosen to work, 24,000 were once retired, but returned to their jobs after the United States' entry into the war.

**Tires and Autos**—While the tire shortage has not thus far been responsible for the denial of aid to any public assistance applicant, it may well be in the future "unless present regulations are changed either by the Social Security Board and the Agricultural Marketing Administration or by the Office of Price Administration." This was the warning issued by the Committee on War Services of the American Public Welfare Association when it recently outlined the situation in state welfare departments to Richard C. Harrison, chief of the tire eligibility branch of the OPA. The committee pointed out that the official policy interpretation incorporated in the Guide to Tire Eligibility has made it impossible for the majority of state welfare departments to secure new or retreaded tires either for state-owned cars or for cars owned by workers who use them on official business, though a few local rationing boards have authorized welfare departments to purchase tires in connection with specific war-related services, such as selective service investigations. The same situation exists in relation to automobiles.

The Social Security Board, it was pointed out, has issued no special instructions on how its minimum requirements for home and supervisory visits can be met under the expected conditions, and has refused to take the subject up with the OPA. In the meantime, most departments have been conserving tires by requiring workers to use common carriers where available, curtailing home visits to the extent permissible under state law and Social Security Board requirements, setting up temporary sub-county offices, pooling the use of cars with other public departments making field and home visits.

**For Prisoners**—Messages from relatives and friends to members of the armed forces missing in action but not yet reported as prisoners of war may be sent to Japan through the American Red Cross under a plan recently worked out by the ARC, the State, War, Navy and Post Office Departments, the Office of Censorship, the Board of Economic Warfare, and the Office of War Information. The plan, necessitated by the continued delay of the Japanese government in furnishing lists of prisoners, involves Red Cross message forms to be transmitted to the delegate of the International Red Cross Committee in Japan. The delegate will make every effort to see that the messages get to the persons for whom they are intended, but the Red Cross cannot give assurance of delivery. Persons desiring to send messages will be assisted in the preparation of the forms at their local Red Cross chapters. Messages for persons officially reported as prisoners of war may be sent through the regular Prisoners of War mail, available in accordance with the Geneva convention.

**After Eight Months**—The Alabama State Department of Public Welfare recently issued its second war services report, recording up to August 1 "the changing pattern made by war for public welfare" in the state. As in many another state, advancing living costs in Alabama are making living extremely difficult for recipients of assistance grants—"retail price regulations have failed to cover 40 percent of the items included in a family's food budget." Family separations are causing "a widespread feeling of instability and disturbed emotions." Communities are affected either by overcrowding and all its attendant evils, or by being "drained of their manpower and experiencing the problems, without the prosperity, occasioned by the war."

Of the direct effects on community services the report notes that increased employment opportunities are closing public assistance cases, and expects further closings occasioned by the granting



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of soldiers' and sailors' dependency allowances. It also notes a mounting number of requests for counseling and related services, which it attributes to increases in "dependency, family separations, marital difficulty, runaway boys and girls, and unforeseen medical problems." The rise in juvenile delinquency it attributes in part to an increase in child labor and to insufficient community facilities for children and young people. From the State Department of Public Welfare, Montgomery.

**Recreation**—USO operations are reported to be expanding at the rate of two new clubhouses or service units a day. By the first of last month 958 clubs and units in this country and in overseas bases were being run by a total staff of 1,673 persons, exclusive of the hundreds of thousands of volunteers.

Social activities are the most frequent type of planned event at the clubhouses, according to a report of the USO field operations department. They represented more than 26 percent of the events held in a six months period. Next came dramatic, musical, and movie programs, representing 14 percent; health and athletic activities, 13 percent; special events, 8 percent; religious programs, 6 percent. Total attendance at the 16,749 events held in one month came to 3,443,632.

**In Print**—"A State Plan for the Local Organization and Development of Emergency Services," issued by David Adie as Director of Emergency Services and Evacuation for the State of New York, outlines an emergency plan, including a description of its scope, its financial reimbursement procedures and the types of organizations, services, and aid it might include. From the State Department of Social Welfare, Albany, N. Y. . . . "Home Play in Wartime," a manual of home play entertainment, was published recently by the National Recreation Association through a special contribution donated to the organization to foster stay-at-home recreation on a war bond budget." The manual contains rules for games, music, drama, and handicraft. Price 10 cents, less in quantity, from the association, 315 Fourth Avenue, New York.

"Don't make mistakes in buying," says the Citizen's Handbook for War, recently issued by the Office of Civilian Defense under the title, "What Can I Do?" With irresistible illustrations by Gluyas Williams, the pamphlet explains what "everybody" can do in the way of home protection, conservation, salvage, health protection and the like, as well as pointing to the opportunities for volunteer service in the Citizens Defense Corps and the Citizens Service Corps. It also suggests special services that can be rendered by certain classes of persons: business men and women, professional men and women, men and women on farms, boys and girls. From the OCD, Dupont Circle, Washington, D. C.

# Against Crime

IN an effort to aid the federal government in "controlling liquor, gambling and vice in the vicinity of military camps, naval stations, and war industries," the American Bar Association last month set up a special Committee on Courts and Social Protection in its Criminal Law Section. The action was taken at the request of Paul V. McNutt, federal security administrator, who, at a recent meeting of the association, pointed to the need for such a committee to supplement the work of the Social Protection Section of the Office of Defense Health and Welfare Services in "promoting plans for taking prostitutes out of circulation and protecting juveniles in war activity areas by establishing sound police procedures and intelligent rehabilitation measures." The committee, suggested the federal security administrator, could aid judges and prosecutors who "want advice and help from their own professional associations, not from outsiders who don't know the technical problems they face."

**Reports**—Three legislative documents recently issued in New York State deal with the question of new offenders, parolees, the incarcerated.

"Young People in the Courts of New York State," the fifth annual report of the Joint Legislative Committee to investigate Children's Court jurisdiction, summarizes and discusses the findings of the previous reports and arrives at definite conclusions, not only about what should be done to strengthen the Children's Court system but also to improve present methods of handling "the youthful offender." It recommends legislative action to empower the Children's Court to deal informally with "pre-delinquents," to give the court greater authority to determine the conditions of probation for adults and children who come before it, to enable the court to consider the preparation for the return of the child to its own home after placement or commitment. In regard to the "youthful offender," it recommends the establishment in each of New York City's five counties of a Youth Court as a division of the Domestic Relations Court, and the establishment of a similar court as a part of the Children's Court in other counties where the number of youthful offenders warrants. The report turns thumbs down on the adoption of the proposed Youth Correction Authority Act of the American Law Institute [see "Youth Justice," by Curtis Bok, *Survey Graphic,* June 1940 and "Treating Youth Crime," by Charles L. Chute, *Survey Midmonthly,* October, 1940], although the proposal is recommended for "further consideration" and "certain features of it are included in the draft acts submitted."

The 1941 annual report of the American Prison Association of New York puts foremost among its recommendations to the legislature the enactment of legislation to allow full use of prison facilities and manpower for war needs. Other recommendations concern the consolidation of New York City's probation services, the treatment of young offenders, the expansion of professional services, the classification of prisoners, commitment procedures, the extension of civil service to county penitentiaries. Regarding the treatment of young offenders, the report urges the adoption of a "revised" version of the American Law Institute's proposal or "any other proposals" that "can give promise of more immediate improvement."

The twelfth annual report of the New York State Division of Parole contains among the statistical data on the parolees of 1941, the division's fourth study of what happens to parolees during a five-year period of supervision. This study,



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GRACE L. COYLE

Presidency is not a new experience to Grace L. Coyle who this month takes the helm of the American Association of Social Workers, for hardly more than two years ago she headed the National Conference of Social Work, presiding at its meeting in Grand Rapids. Professor of group work at the School of Applied Social Sciences, Western Reserve University, Miss Coyle is well known for her authorship of "Social Process in Organized Groups," and "Studies of Group Behavior," as well as for her active participation on national committees of social import. At present she serves as consultant to the U. S. Children's Bureau and as a member of the bureau's Commission on Children in Wartime.

Other new officers of the AASW are: *first vice-president,* Ruth Gartland of Pittsburgh; *second vice-president,* William W. Burke of St. Louis; *third vice-president,* Frank J. Hertel of Minneapolis; *secretary,* Lillian H. Adler of Chicago; *treasurer,* Paul L. Benjamin of Buffalo.

based on 1,335 indeterminate sentence prisoners paroled in 1937, showed, as did the study of the previous year, a higher group of failures among former inmates of the Elmira Reformatory than among the former inmates of the state prisons. It revealed, however, that among all the parolees 85 percent were not convicted of new crimes during the period.

**Convicts and the War**—Out of this country's total prison population of 170,000 persons it is estimated that approximately 50,000 could qualify for military service by selective service standards. So far, no national program has been set in motion to avail the country of the services of these men, but some states have taken it upon themselves to release men to join the military forces.

In Kentucky, the legislature has passed enabling legislation making it possible for the state commissioner of welfare to parole first offenders for induction or enlistment. Under the law, after discharge from the army, these men must return to Kentucky where they will be under parole supervision unless pardoned by the governor. In the past year and a half, New Jersey has released more than 200 young offenders from its reformatories so that they might go into the army. Among them were men who later distinguished themselves at Bataan. In West Virginia, the governor appointed a three-man commission of state officials who sifted the 2,700 inmates of two state prisons and found 600 whom they recommended for parole for military service. In New York, a legislative commission conducted a survey at Elmira reformatory and listed 823 of the 1,473 inmates as eligible for the armed forces.

The New York State Board of Parole recently reported that 723 of its parolees were enlisted in the armed forces and that several hundred others were working in war industries. Because of the increased availability of jobs, the board was able to parole 20 percent more prisoners in 1941 than in the previous year.

The War Production Board recently announced that its labor division was studying the advisability of employing persons on probation in war industries. At the same time, it announced that "in general the board favors the selective employment of such persons." That war production may also be accelerated from within prison walls was indicated by Attorney General Biddle's recent notifications that he could find nothing in federal law to prevent the government from buying war materials made either in state or federal prisons. The opinion was requested because of existing laws prohibiting interstate sale of goods made in state prisons.

# Concerning Children

ON the theory that "upon the states rests the chief responsibility for the provision of legal safeguards and administrative measures necessary to assure security and opportunity for every child," the Commission on Children in Wartime of the U. S. Children's Bureau recently worked out a program of state action in consultation with the Office of Defense Health and Welfare Services and the Office of Civilian Defense.

Though recognizing that "the same emergency needs do not exist in every state or in all communities of the same state" the program makers found the following fundamentals which must be assured in every state: health service and medical and dental care for mothers and for children, so organized as to compensate for overcrowding of existing health facilities and other war-caused difficulties; adequate nourishing food for all children through nutrition education, school lunches and low cost milk; protection of children in danger zones; day care of children of working mothers; adjustment of public assistance measures to meet problems due to rising living costs, migration and family separation; social services that will conserve home life for children; adequate provision for the care of children who, because of war conditions, must be separated from their families; opportunities for recreation and provision for mental health services; full school attendance and opportunity for every child, "with adjustments as necessary to conform with child labor and youth employment policies."

Such employment policies, according to the program, should be in accordance with the following principles: No child under fourteen should be a part of the hired labor force; none under sixteen should be employed in manufacturing or mining; none between fourteen and sixteen should be employed in occupations that involve release from school or readjustment of school programs unless it has been determined that labor shortages cannot be met otherwise; youth sixteen to eighteen needed in war production should be guided into occupations suited to their age and capacity.

The commission's suggested procedures for carrying out the program are based on the fixing of responsibility for planning, coordination and leadership on some state group, preferably a committee of the state defense council, such a group to be representative of state departments of welfare, health, education, labor and of statewide organizations concerned with children. Similiar local committees related to local defense councils are also suggested. The committees would work toward needed legislation, the securing of additional funds as may be required, the strengthening of state and local agencies responsible for services to children and families, the development of plans for recruiting both professional and volunteer personnel.

**Here and There**—Figures accumulated by the New York City Children's Court showed a 14 percent increase in the number of juvenile delinquents for the first six months of 1942 over the same period of 1941. Blame for the rise has been laid in some circles on "'war economies" such as the abolition of the Juvenile Aid Bureau of the Police Department, the curtailment of play facilities, the lack of adequate probation staff in the Children's Court. . . . In Texas, where aid-to-dependent children rolls have been increasing rapidly, individual



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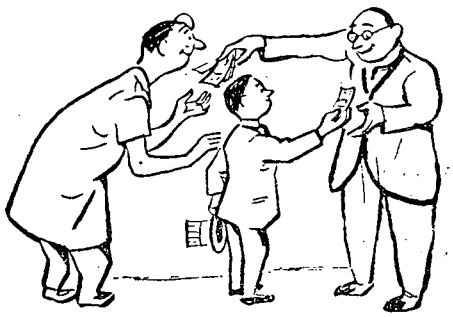
ADC checks had to be slashed last month to nearly half their usual size. The cut was necessitated by the $1,500,000 limit placed by constitutional amendment on total yearly ADC expenditures. . . . Only twenty-seven of the 120 counties in Kentucky maintain full time child welfare workers according to the annual report of the State Division of Child Welfare, released last month. The report urges the appointment of a full time worker for every county in the state. . . . The Division of Child Welfare of the Illinois Department of Public Welfare is undergoing a reorganization which is to result in the establishment of five regional offices, each with a regional supervisor in whom will be lodged the responsibility for the direction and supervision of all the division's services.

**For More Services**—Several national agencies have taken up the guns for the proposed amendment to Title V of the Social Security Act which provides for expansion of the present maternal and child welfare services available under the act. The bill (HR 7503) which is now before the House Ways and Means Committee, was introduced into Congress at the suggestion of the President who estimated that an additional $7,500,000 would be needed for these services during the coming year. [See *Survey Midmonthy*, September 1942, page 243.] It would remove the maximums specified in the title for the duration of the war and for six months after its termination, leaving Congress free to appropriate such sums as it might deem necessary because of conditions arising out of the war. Such additional sums would be allotted to the states according to financial need. Among the organizations actively supporting the bill are: the American Home Economics Association, the National Board of the YWCA's, the National Congress of Parent-Teacher Associations, the National Council of State Public Assistance and Welfare Administrators, the Child Welfare League of America, the National Consumers League. Also backing the bill are the Women's Trade Union League, the American Women's Homeopathic Medical Fraternity, the General Federation of Women's Clubs, the American Academy of Pediatrics, the Association of State and Territorial Health Officers, the American Legion.



"What's Your Eye Q?" asks the association of University Optometrists, Inc., in a pamphlet by Harry L. Liss designed to give the public some "insight into eyesight." In the form of a quiz it acquaints the reader with some of the impediments which stand in the way of his getting good value in eye care, such as the "dubious professional practice" pictured above. Free to organizations on request from the association, 342 Madison Avenue, New York.

**Day Care**—In Cleveland last month the child care committee of the local defense council inaugurated a program under which two or three new day care centers will open each month. Worried by the problem of absenteeism among working mothers, personnel managers of war industry plants located in the area have been among the many persons urging the expansion of nursery facilities. . . . The Chicago Recreation Commission recently devoted its third *Victory Circular* to instructions for the building of toys and equipment suitable for indoor play centers. From the commission, 1634 Burnham Building, Chicago. . . . "When Mother's Away," A Guide to the Development of Children's Day Care Units in Wartime published by the National Association of Day Nurseries, sets forth standards for a "soundly planned and soundly operated day nursery" together with a clear exposition of the child's normal needs which underlie these standards. Price 50 cents from the association, 122 East 22 Street, New York. . . . "Day Shift Orphans," a recent issue of the news letter of the California Citizens Committee of the White House Conference on Children in a Democracy, contains background material and advice for community leaders planning day care programs. Included is information on national organizations interested in day care, potential resources of facilities and personnel, brief sketches of already operating programs. Price 10 cents from the committee, 145 West 12 Street, Los Angeles.

**Home Finding**—The serious shortage of foster homes, complained of by child caring agencies in all parts of the country, can definitely be laid to the war, according to findings of a study conducted by the Child Welfare League of America and reported by Henrietta L. Gordon in a recent issue of the association's monthly *Bulletin*. The study revealed the 50 percent decrease in applications from prospective foster parents, experienced over the past several months by the league's member agencies, as stemming from several war caused situations: the housing shortage which is responsible for crowded home conditions; the return to the family of daughters and daughters-in-law whose husbands have gone into the army; the possibility that the head of the family might find a job in another area; night shifts requiring a member or members of the family to sleep in the daytime; better jobs available to women who wish to earn money; the possibility among childless couples that the man might be called to the army; changed community attitudes caused by community dislocations. . . . By the middle of last month the New York City Committee on Child Welfare of the State Charities Aid Association had received 2,000 applications from would-be foster parents in its drive launched in August for 5,000 new family boarding homes for dependent and neglected children. Placements were already in progress.

## SBLI

THE first Tri-State Conference on Savings Bank Life Insurance, held at Groton, Conn., September 11-13, attracted an attendance of about one hundred and forty representatives from the three systems now in operation in Massachusetts, New York, and Connecticut. Also present were representatives from the mutual savings banks of Maryland, Pennsylvania, and New Jersey.

The meeting opened with a welcoming address by Michael V. Blansfield, president of the Savings Bank Life Insurance Fund of Connecticut, who pointed out that the conference's purpose was to discuss "matters which are essential and important to all who are interested in this particular social advancement." Said he: "We know there will be a better understanding of each other (which) . . . will go a long way to help advance the fundamentals of the plan and will bring before this gathering and the public the benefit which the plan brings not alone to the mutual savings banks but to the people whom these mutual banks serve so well."

The Friday night session was devoted to the probable effect of the war on savings bank life insurance. The "War Risk" rider and the National Service Life Insurance Act were fully discussed. The delegates were in agreement that the benefits of National Service Life Insurance, which is issued to service men by the United States government at the lowest possible cost, should be fully explained to all applicants for savings bank life insurance who may soon be or are already in the military service.

The Saturday morning session was devoted to administrative problems and mechanics of operation. On Saturday evening, Insurance Commissioner John C. Blackall of Connecticut anticipated the possible effects of inflation on life



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DOUGLAS P. FALCONER

**"Drafted" by urgent request of government officials, Douglas P. Falconer this month took up the job of launching and guiding the new war service agency, the United Seamen's Service. [See page 277] Being in at the christening is nothing new with Mr. Falconer who, as executive director of the Greater New York Fund, nursed and developed New York's unique fund raising agency from its infancy in 1938 until the eleventh of last month, when the new duty called. Previously he was for four years general secretary of the Brooklyn Bureau of Charities and for fifteen years director of the Children's Aid Society and the Society for the Prevention of Cruelty to Children in Buffalo. Working with him as personnel director at the seamen's agency is Marjorie Sidney, formerly director of the Brooklyn Bureau of Charities' Department of the Blind and the Crippled.**

insurance. He pointed out that though "inflation may not definitely bother the life insurance companies in paying their commitments in American dollars," there is danger of a change in the insuring public's attitude if a man's policy at maturity will not purchase those things counted on when it was taken out. "If inflation should produce a substantially higher cost of living, the insured will be faced with some discouragement if he is not himself able to buy larger coverage to make up the deficiency that he up to now has not anticipated."

Commissioner Blackall also spoke of the relatively inexpensive method of adequate insurance protection afforded the man of modest means by savings bank life insurance. "If this was arrived at by some subsidy, direct or indirect, on the part of the three states which have adopted the plan, it does not appear that the help given by the taxpayers is out of line with the general benefits accruing therefrom. As the plan progresses, there is no doubt of its ability to stand ultimately on its own feet."

In the concluding session, devoted to promotional methods and public relations, it was definitely agreed that greater effort than before should be expended for the promotion of the savings bank life insurance system. A resolution was passed authorizing the appointment of two representatives from each state to a conference committee to make plans for a similar conference each year.

## Professional

WOMEN outnumber men three to one among the social workers in Los Angeles, according to a census begun shortly after the beginning of the war by the local chapters of the American Association of Social Workers, the American Association of Medical Social Workers, and the American Association of Psychiatric Social Workers. Results of the "inventory," designed to discover resources in skills and experience for possible use in the war effort, were tabulated by the research division of the local Council of Social Agencies. Of the 1,390 social workers in the county, 56 percent were found to belong to no professional organization. Nearly 50 percent had skill in case work, 28 percent in group work, 22 percent in community organization. Only 19 percent reported previous disaster experience.

**Skills in the Army**—The American Public Welfare Association is asking public welfare administrators for the names and present addresses of their former staff members who have been inducted into the army. The names are being forwarded to army and navy officials who are seeking available special skills.

**For Nurses**—"Professional Nursing and Auxiliary Services," recently published by the American Nurses Association, outlines the preparation required for the various types of nursing services, with particular emphasis on professional nursing. Included is a table showing the variety of positions open to nurses as they advance in training and experience and indicating the salaries the different types of positions command. Price 25 cents from the Nursing Information Bureau, American Nurses Association, 1790 Broadway, New York.

**To Meet the Times**—Atlanta University's School of Social Work is offering a course, Social Work Activities in the War Program, which "will not suggest new techniques but rather modifications or implementations of existing techniques to meet the changing conditions due to the war."

**AASW**—Though only 3.5 percent of the membership of the American Association of Social Workers participated in its recent mail vote on principles and policy [see *Survey Midmonthly*, August, 1942, page 222], the overwhelming majority of persons who voted replied in the affirmative to both questions submitted them. To the first, asking for approval of the basic principles of the association as outlined in a report of the national board, 392 voters said, "Yes"; eleven, "No". The second, regarding acceptance or non-acceptance of the board's projected steps for the future, received 387 affirmative answers, 15 in the negative.

**Meeting**—"Social Education in Wartime," is to be the subject of the annual meeting of the National Council for Social Studies to be held in New York November 26-28. . . . The National Safety Congress and Exposition is to be held October 27-29 in Chicago.

**Awards**—A $500 fund for use in making awards to professional social workers in California was recently deposited with the California Conference of Social Work by Daniel E. Koshland, Jr., in honor of the fiftieth birthday of his father. Plans are to distribute the funds in annual awards of $100 each to persons who have made an "outstanding contribution to social work."

## People and Things

THREE Red Cross workers, missing since the fall of Corregidor, were reported safe last month by a cablegram to the American Red Cross from the International Red Cross in Geneva. They are Catherine Nau of Lima, Ohio, who went to the Philippines in October 1941 to serve as the ARC's field director; Harold Graybeal of West Los Angeles, Calif., assigned in July 1941 as assistant field director; Charles H. Forster, formerly of Los Angeles, Calif., for eighteen years manager of the Philippine Red Cross. According to the message Miss Nau and Mr. Graybeal are well, but Mr. Forster's health has been impaired.

**War Service**—Last month the Office of War Information appointed Herbert C. Hunsaker to serve as head of its division of adult education. Mr. Hunsaker, who is on leave from Western Reserve University where he is dean of



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Cleveland College, will direct the work concerned with citizen discussion of war issues and educational services to community and private groups. . . . Harvey D. Gibson, member of the executive committee of New York's Community Service Society, arrived in England last month where he is to serve as American Red Cross Commissioner to Great Britain. During the last war Mr. Gibson served the Red Cross first as chairman of the New York County Red Cross chapter, later as general manager of all Red Cross activities in America, member of the ARC's War Council, ARC Commissioner to France, and finally Commissioner to Europe. . . . John Slawson, executive director of the Jewish Board of Guardians, New York, has been appointed special consultant by the U. S. Children's Bureau and the Bureau of Public Assistance of the Social Security Board for a joint experimental project concerning juvenile delinquency in wartime. . . . Mary D. Burr, on leave of absence from the Lincoln Hospital School for Nurses in New York, took up duties last month as executive director of the New York City Nursing Council for War Service. . . . Maryan Brugger, erstwhile executive secretary of the Children's Aid Society of Warren County, Pa., is now in England as a staff member of the American Red Cross Services to the Armed Forces.

**New Jobs**—This month is the first for *The Family* and other publications of the Family Welfare Association of America under its new editor Florence Hollis, who joins the staff of the FWAA to fill the vacancy left by Mrs. Maurine La Barre, retired to private life. For the past two years Miss Hollis has been engaged in advanced study at Bryn Mawr College and for the three previous years she was assistant professor of case work in the School of Applied Social Sciences, Western Reserve University. She is well known for her book, "Social Case Work in Practice: Six Case Studies," published by the FWAA in 1939. During her service with the association Mrs. LaBarre not only edited *The Family,* but also developed *Highlights* as the association's official organ and was responsible for the publication of many valuable additions to professional literature.

The National Association of Housing Officials has a new director in Hugh R. Pomeroy, formerly director of the Virginia State Planning Board. Mr. Pomeroy succeeds Coleman Woodbury, who has become assistant administrator of the National Housing Agency. . . . Aaron S. Resnick has resigned as executive secretary of the Texas Social Welfare Association to join the staff of the policy division of the Bureau of Old Age and Survivors Insurance, Social Security Board. . . . The New York City Department of Health recently appointed Dr. George S. Frauenberger chief of its division of physically handicapped children in the Bureau of Child Hygiene. Dr. Frauenberger, until recently director of clinics of the Children's Hospital, Philadelphia, succeeds Dr. Lyman C. Duryea, now in military service.

The Community Fund of Pittsburgh has several new staff members: Howard Keeler, assistant executive secretary, formerly executive of the Lycoming County (Pa.) Community Chest and Welfare Council; Mary Luciel McGorkey, industrial relations director, formerly of the staff of the Greater New York Fund; Bernard A. Roloff, director of the new department of public relations, formerly executive secretary of the Illinois Welfare Federation; Robert Purdy, photographer, formerly with the Pittsburgh *Bulletin-Index*. Mr. Purdy takes the place of Hod Lewis, now photo editor for the ARC in Washington. Wilbur A. Fischer, previously the fund's assistant executive secretary is now campaign executive assistant. Rob Roy who was acting director of public relations is associate director of the new department.

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ALFRED H. SCHOELLKOPF, CHAIRMAN OF the New York State Board of Social Welfare and president of the Welfare Council of New York City, died last month in New York at the age of forty-nine. Mr. Schoellkopf began his active interest in public welfare when he succeeded Harry L. Hopkins as chairman of New York State's Temporary Emergency Relief Administration.

# Readers Write

TO THE EDITOR: As a Virginian, who has spent twenty-odd years in the North, my sense of justice is often shaken when I note the reactions up here toward the Negro. I am inclined to agree with the old Negro who came north, and when asked what he thought was the difference between the North and the South, answered: "The difference I see is that in the North you tell us you feel about us one way and treat us another way, but in the South they tell us how they feel about us and treat us that way. I am going back south just as soon as I can let my furnace fires go out."

When I read comments by northerners like the one in the June *Survey Midmonthly,* page 169, on racial discrimination in the South, my indignation rises. Did not the Negro delegates to New Orleans know that they would not be accepted in the best hotels in the South any more than they would be accepted in the best hotels in the North? Did they not know that they would not be allowed to eat at the best eating places in the South any more than they would be allowed to eat at the best eating places in the North? Did they think that the colored homes in the South would be in the best parts of the city any more than they are in the North? Are they pretending that they enjoy democratic equality in northern cities?

I am sure the Negro delegates regretted the Jim Crow street cars in New Orleans—where such segregation is a tradition. But they probably felt no more humiliated than the Negro delegates who attended a conference a few years ago in a northern city (where equality is stressed) who, when they attempted to enter the elevator with white delegates, were told by the elevator boy as he slammed the door in their faces; "Use the freight elevator across the hall."

I am wondering whether the old Negro isn't right and whether the *Survey's* reporter was not using a bit of wishful thinking in blaming wholly on the South a situation that in my observations has not yet been solved in the North?

I believe instances such as I have witnessed north of the Mason and Dixon Line to be much more damaging to individuals than the usual manner in which the Negro is treated in the South. For instance, in one large city in the North where the tuberculosis rate among Negroes is very high, many applications for admission to the Preventorium Camp were thrown out without examination simply because they came from the colored families. This would not have happened in a southern city, for the Preventorium Camp would have been either for colored children or for white children and applications would have been made accordingly.

A northerner says, "Don't put colored women in the home nursing class with the white women." Camps in the North refuse colored children or, if they accept one or two, the children are so discriminated against that they refuse to return the next year. A white man in a northern city offered to rent rooms in his home to five Negro defense workers. When this was discussed by a colored group, one remarked, "He will never be able to have Negroes live there, they will not allow us in that part of the city."

Can't we tackle the race problem as a race problem rather than as a regional problem? Can't we look at the plight of the Negro and disregard the geographical location? For if we face the situation squarely and without sectional bias, we shall see that it is a national, not a regional, challenge.

GAY W. BRAXTON
*Neighborhood House, Madison, Wis.*



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# Book Reviews

## In Rural Areas

RURAL PUBLIC WELFARE, by Grace Browning. University of Chicago Press. 578 pp. Price $4, postpaid by Survey Associates, Inc.

THIS volume shows the same fine scholarly workmanship that is characteristic of all the publications of source materials issued by the Chicago School of Social Service Administration. The materials, which have been widely gathered and carefully edited and annotated, are presented in admirable form. The book falls into three parts: material on the *Rural Community;* a group of nine case records under the heading, *Worker, Client and Community;* a group of shorter case records illustrating the use of *Rural Social Resources.* For each section there is an introduction that points up important general considerations.

Part I presents two interesting and contrasting records of community organization, both under demonstration units of Child Welfare Services. In Clinton County the child welfare worker comes in after a county welfare department has been established. In Grady County the child welfare worker comes in before the general public welfare agency is established.

The Clinton County record, which was published in the *Social Service Review* prior to its publication in this volume, is in many ways a fine study of community organization in a county seat town of 2,300 population. From the point of view of county organization or "rural" in the sense of village and open country, it is disappointing. The description of the county itself is puzzling and baffling because of inconsistent figures. The child welfare worker works wholly in the county seat except for a few contacts in a nearby college town. There is only one recorded glance beyond those two places, when the worker speaks to the County Federation of Women's Clubs, meeting in another town. She hopes to interest them in finding good foster homes, but there is no mention of any expression from them, nor any question as to child welfare needs or problems out in the county. The worker becomes interested in reading disabilities of children in the county seat schools, but there is nothing to show that she knows whether the rest of the county has one-room schools or consolidated schools, what may be the qualifications of the teacher, or whether there is a 10 percent or a 90 percent annual teacher turnover. We know nothing of the recreation, good, bad, or nonexistent, outside of the county seat.

But if little is offered for "county" or "rural" organization, at least the reviewer heartily admits that she has seen so far no county organization record that gives as much useful detail of process as these two records of Grady and Clinton Counties.

A large proportion of the cases in the second part of the book are drawn from Child Welfare Services. Most of them are village or small town cases. Following each is a brief section of "Editor's Comment" that calls attention to some matters of special significance from the point of view of rural work and raises challenging questions.

One great difficulty in finding rural records good for study is the usual meagerness in recorded case work process. Even long detailed records generally show very little of the worker-client relationship and are likely to be distinctly executive in type. Contacts usually take place at rather long intervals. That long distance quality is characteristic of most of these records, though not all.

But the sense of client-worker relationship, which frequently fails to emerge between the lines of the case histories, sometimes comes out strikingly in letters. Long distance case treatment by letter, one of the techniques often essential in rural social work, is well demonstrated, in two cases especially, in this part of the book.

In many records the common knowledge which people in the community have regarding the whole client family, its history and all its relatives and their personal qualities, is shown to have a strong effect for good or ill. The good effect is illustrated here in a case wherein community knowledge of the family throws some measure of protection and sympathy around a child. The disturbing quality is brought out in a letter from a worker to the distant psychiatric clinic. She writes, "It is a new experience to me to work in a community where each child knows what is done with each other child, where I have either to give or to evade giving reports on cases while buying my bread, and where I have one of the girls' alleged seducers as a co-worker in dealing with young people."

The section on *Rural Resources* gives impressive evidence that the greatest rural resource is the helpfulness of relatives, the sense of kinship responsibility upon which the workers constantly draw. It also bears witness to the cumulative tragedy in the dearth of local relief funds and the great difficulty of securing needed medical and hospital care.

Throughout the volume there are valuable bits of rural social work material painstakingly presented. Yet the reviewer felt constantly that the most important points for the study of rural social work were not brought out in the records but would be found only in those things which lie back of them. Certainly social work in rural communities is no different in principle from social work anywhere else. The problem for study is the influence of the pressures of the rural environment upon the client and the worker. Some of these pressures can be seen in the bald lines of the case record, but the most significant ones are not written on the records. They can only be found in long analytical talks with the case worker to draw out her knowledge and feeling about people in the community who affect the life of the client, the complex undercurrents of attitudes and relationships, and the helpful or limiting surrounding conditions. Such studies are needed for the urban environment also, but especially for the rural area which presses so closely upon the persons subject to it.

GERTRUDE VAILE

*University of Minnesota*

## For Parole Officers and Others

PROBATION AND PAROLE, IN THEORY AND PRACTICE, by Helen D. Pigeon. National Probation Association. 420 pp. Price $2.50 cloth; $2 paper, postpaid by Survey Associates, Inc.

THIS is a splendid and useful book. It is a study manual which, as Charles L. Chute, executive director of the National Probation Association says in his foreword, "has been prepared for use primarily as a textbook in connection with in-service training for probation and parole officers and others concerned with the correctional field."

As one of those others, I have found reading it a helpful and clarifying experience. The author is an expert in her field, and she writes with a lucid incisiveness that is a joy. And she is thorough and accurate.

To me the keystone of the book is in this sentence: "Our penal law supposes a self-determining, deliberating individual, who freely chooses the ways of crime, but modern science does not find such an individual to exist." On this idea rests all that is intelligent and progressive in modern psychology, penology, and their allied social sciences. From it flow such conceptions as treatment instead of punishment, individual treatment for the individual offender, educative rehabilitation, and the notion that the line between normal and abnormal conduct, or even between health and illness, is shadowy and tends to disappear as knowledge advances. Since severity of punishment and mere incarceration have never had the slightest effect on the crime rate, and since about 60 percent of our jailed offenders are recidivists, it is high time to try methods based on a different conception of cause and effect. Such a conception is inherent in this book.

The manual is divided into four parts. The first deals with the correctional pro-



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gram and discusses law enforcement agencies, detention, the courts, probation, penal, and correctional institutions, and release procedures. The second deals with the behavior of the individual and is a kind of headnote summary of psychiatry in relation to crime. The third deals with the treatment of the individual case and discusses social case work, case study and diagnosis, case work as a means of treatment, social case records, and supervision of staff. The fourth deals with public relations and publicity.

In reading this work, one should note the author's recommendations and commendations, and if there were space I should list them. The best way of judging a writer is by the company she keeps. Miss Pigeon unfailingly goes for what seems to me the best of thought and practice in the field, and emerges at the end with high standards. The book should be a required possession of parole and probation officers, and it should be read to the point of understanding by those others whom Mr. Chute mentions, in which he includes, I hope, judges.

*Court of Common Pleas No. 6, Philadelphia, Pa.* CURTIS BOK

## New Text on the Family

AMERICAN FAMILY BEHAVIOR, by Jessie Bernard. Harper. 564 pages. Price $3.50, postpaid by Survey Associates, Inc.

THIS most recent textbook on the family presents up-to-date findings on American family circumstances and behavior. Income, parental affection, marital adjustment, non-conformity, sibling rivalry, health expenditures, birthrate tendencies, and much else besides, are documented by summaries of investigations made by sociologists, psychologists, or the federal government. The emphasis is on sociometric data. In large scale studies such as those of family expenditure, diet and size of family, the graphs of distribution among different occupational groups or parts of the country are basic to our understanding of the American family. For this reason the two chapters on "Protective Functions of the American Family" and on "Home Environment" should be read by anyone who does not already know the material presented.

In many chapters of the book, however, the sociometric emphasis is less happy. As far as possible the author has tried to point out the difficulties of accepting the varying percentages as conclusive. But she does not question that percentages are the way to arrive at enlightenment. She suggests, for instance, that a certain psychological factor is "one of the most important qualifications for success in marriage but . . . is not subject to scientific scrutiny." Apparently she means the obvious fact that no one would dare to quantify it.

Science, however, means more than quantification; its fundamental attitude is that there is nothing that cannot be investigated systematically and objectively. If we suspect that some trait is an important factor in marital adjustment it *is* "subject to scientific scrutiny." It can be identified and studied clinically and in life histories. It can be investigated so that the student can know how it is related to other personality traits and what consequences are to be expected when the syndrome is present.

The material presented in "American Family Behavior" should arouse genuine discussion in the classroom. It is realistic and Mrs. Bernard's own comments are often wise and helpful.

*Columbia University* RUTH BENEDICT

## Common Sense and Daring

THE LITTLE RED SCHOOL HOUSE, by Agnes de Lima and the staff of the Little Red School House. Macmillan. 355 pp. Price $3.50, postpaid by Survey Associates, Inc.

THE Little Red School House is an adventure, a campaign, and a democratic society all in one. It is an adventure because of its insistent quest for quality in education at very low cost. It is a campaign because its work is penetrated by the conviction that those who care about education must forthwith commit themselves to the improvement of the public schools. The deliberate inclusion of pupils from many occupational and racial backgrounds, plus the continuous practice of interpreting human relations and community life both within and outside the school, make it a hopeful example of democratic living. Miss de Lima and the staff, in this vivid description of the school, have done a great service to teachers and to all other citizens who are eager to strengthen the educational process in the United States. This story of the school, like the school itself, is characterized by vigor, straightforwardness, practicality, and perception.

The theory upon which a school is founded may be very challenging, and its curriculum truly enlightened, but unless both spring from a deep understanding of children the result may be absurd or devastating. There is nothing to fear, here. This book is packed with wisdom about children, wisdom which is derived from long and varied experience with them, persistent study of their growth and development, trusting friendship with them, and abiding respect for them as persons. One reads the brief composite portraits—the four-year-old, the nine-year-old, the thirteen-year-old—with delighted recognition. The common traits are there, yet the individual child is never reduced to type or analyzed into fragments.

Because they know and respect the individual, with all his wildness and scope and weakness and strength, the teachers shape the life of the school with a sure touch. They plan for it with a blend of common sense and daring. They challenge the children, but unlike so many earnest pedagogues who preach to mystified pupils about "standards," and "making the grade," these teachers translate their challenge into terms which the children can comprehend and accept as their own. Thus, much of the daily work becomes a cooperative experience, the purpose of which is mutually understood. The concrete detail which the book offers about education in the Little Red School House is most generously presented—the varied experiences included in its curriculum; the progression in skill and in powers; the development of social insight and action which will "go beyond tolerance" into the "discipline and responsibility" demanded of citizens in a democratic society. Daily schedules, financial operating statements, bibliographies are appended.

When those who write about a school are part of its very fiber, a kind of "slang of the initiated" is likely to creep in, as is also a faint hint of having a stranglehold on the Truth. In this book a touch of the former is inescapable, and forgivable—but of the latter there is no trace. For the members of this school staff are themselves still learning; and, being made that way, they will without doubt go on learning. The book is a record of progress thus far, rather than a final verdict on education. It is pervaded by realism, hope, sensitive imagination, and a robust enjoyment of children and of teaching.

The philosophy and practice of the Little Red School House are of vital significance at this perilous moment in American life, when those concerned with education must face anew and squarely the imperative that confronts them: the necessity of fortifying children with disciplined powers of thought and action, honest and independent mental attitudes, unshakable values and human sympathies, the habit of cooperation, and the determined will to put their best into democratic society. The book bears witness to this need, and to a wise and gallant effort to meet it. KATHARINE TAYLOR

*Shady Hill School, Cambridge, Mass.*

## The Church as an Ally of the Family

CHRISTIANITY AND THE FAMILY, by Ernest Rutherford Groves. Macmillan. 229 pp. Price $2, postpaid by Survey Associates, Inc.

THIS book, embodying the Rauschenbusch Lectures given at the Colgate-Rochester Divinity School in 1941, emphasizes the inherent closeness between domestic values and religious values. The family is not a mere utility organization but an emotional and spiritual structure whose main function is to meet the needs of personality and to provide conditions favorable to personal development.

The growth of an adequate philosophy of family values has been impeded by handicaps, ancient and modern. In early



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Christianity an ascetic suspicion of sex came into conflict with the more wholesome view which Christianity has never given up—that sex is a normal and God-given fact in human personality. Another foe to a creative philosophy of family values is the modern ascendancy of secular and pagan emphases. The modern mind has become so captivated by secular interests and by spectacular material achievements that human values have received inadequate attention by comparison. Thus our material achievements have become self-sterilizing in a measure because they have not been matched by an elevation in the quality of domestic relationships. There has also been too much individualizing and too little socializing of experience, too little emotional maturity as to the responsibilities of parenthood, and an unwholesome tolerance of the economic and cultural disadvantages under which the family suffers.

The church, which depends so largely upon the family for a nurturing of personality which inculcates spiritual values, must become a more effective ally of the family. One of its finest opportunities is to do its part in giving youth a better preparation for marriage and homemaking on a broad basis. The home deserves strengthening although not every home deserves perpetuation.

Ministers, because of their close pastoral contacts and their natural concern with the family, must take a vital place in counseling, taking all necessary pains to achieve competence, to avoid a "judge" or "advocate" approach, and to understand the nature and scope of pastoral counseling. For counseling the aim is to be defined not in terms of relationships but of problems solved. While the emphasis of this book is upon interpretation, it also has a generous amount of practical suggestion and guidance as to procedure. It has a value for all students of family life.

LELAND FOSTER WOOD
*Federal Council of Churches*

### Pastor and Parish

GETTING DOWN TO CASES: A CASE AND METHOD MANUAL FOR PERSONAL COUNSELING, by Charles T. Holman. Macmillan. 207 pp. Price $2, postpaid by Survey Associates, Inc.

THE author is professor of pastoral duties in the Divinity School of the University of Chicago. His book, therefore, is designed primarily for the pastor in his dealings with his parishioners. It is intentionally elementary, utilizing just enough of modern psychology to enable the minister who is primarily pastor and not expert psychologist, to be more intelligent as a friend to those in trouble. Modern techniques blend with traditional evangelical religious methods such as "committal to the Christian Life."

The significance of the book is its case method. Actual life-situations are reported, the efforts of the pastor described, and finally a diagnostic summary made. While in most instances, the contribution of the pastor is in no way extraordinary but just what might be expected, it must be confessed that thousands of ministers dodge rather than enter into the problems of their people, and are not acquainted with the material that is available on personal counseling. The book will challenge such and make inexcusable the neglect of "the cure of Souls."

The author rightly calls attention to the need for reconstruction of the theological curriculum, that pastors may be prepared for the ministry which their intimate personal relations open up to them. JOHN HOWLAND LATHROP, D.D.
*Brooklyn, N. Y.*

### Marriage and the Family

MARRIAGE AND FAMILY LIFE, by Gladys Hoagland Groves. Reynal & Hitchcock. 526 pp. Price $3.50.
WITH THIS RING, by Ethel Miller Nash. Association Press. 112 pp. Price $1.50.
THE FAMILY IN A WORLD AT WAR, edited by Sidonie Matsner Gruenberg. Harper. 295 pp. Price $2.50.
Postpaid by Survey Associates, Inc.

DRAWING from long experience as a teacher of sociology and Director of Marriage and Family Council, as well as from her personal experience as wife and mother, Mrs. Groves has written a useful book integrating the pertinent contributions from medicine, psychology, mental hygiene, sociology, and home economics.

The material is well organized and presented in simple language, with careful and valid interpretation of the data as related to the family background of individuals, preparation for marriage, and adjustments in marriage. Devised as a textbook, the volume segregates the cases for study into one section, indicating their allocation to specific chapters. The organization is practical and saves the text from congestion, though there is incorporated within it an abundance of other illustrative cases. The diversity of the subject matter and the accuracy of factual statements, checked by a large corps of cooperators, should make the book widely useful.

In sharp contrast to Mrs. Groves, Mrs. Nash has written a book which in its effort to be scientific raises some ethical questions and in its attempt to show ethical relations makes various unscientific statements. The Association Press should have checked the chapter on "Religion and Family Life" which is distinctly weak in exposition. One is somewhat distressed to see a statement as inaccurate as "The fundamental difference between the religious person and the agnostic lies in their opposing beliefs in the friendliness or antagonism of the universe." Nor is it correct to add "... in a majority of instances, these convictions are determined by a child's experience prior to the age of three." Though the author indicates that some changes in life values are placing more stress on the family, she does not illuminate them. She is frequently dogmatic, presenting views which indicate a definitely limited experience with the concrete situations she attempts to treat in the text. The book over-emphasizes failure in marriage and contains an insufficient expression of helpful comment. It merits but slight commendation because of the weakness of its scientific foundations.

The book Mrs. Gruenberg has edited is interesting but wanders far afield from its title, "The Family in a World at War." A symposium, it suffers much from lack of unity. The contributions were apparently written for other occasions and merely incorporated into the volume. They obviously were not planned and written for one purpose.

The articles dealing directly with the role of the family and the status of children are excellent. But the discussion of "Social Security and the National Purpose" or the chapter on "Educational Problems in Camp and Community," interesting though they are, have little relation to the theme. The sections dealing with "Emotional Strains in Time of Crisis" and "The Toll of Tolerance upon the Intolerant" fail to further understanding of wartorn familial life and morale. The discussions of nutrition are related to peace values rather than to living in a world at war. The problems of adolescence are set forth inadequately.

Two of the most stimulating chapters are by the novelists Pearl S. Buck and Dorothy Canfield Fisher. Martha M. Eliot gives an excellent picture of "The Work of Women in England," and Paul McNutt elucidates clearly the relation between "The Home Front and the National Defense."

The appendix includes three items that have appeared separately and are directly useful as they offer practical advice to readers. They are "Children in Wartime: Parents' Questions"; "To Parents in Wartime"; and "A Children's Charter in Wartime."

*New York* IRA S. WILE, M.D.

### After Twenty-Five Years

SOCIAL WELFARE IN THE CATHOLIC CHURCH — ORGANIZATION AND PLANNING THROUGH DIOCESAN BUREAUS, by Marguerite T. Boylan. Columbia University Press. 363 pp. Price $3, postpaid by Survey Associates, Inc.

THIS book is really a review of Miss Boylan's lifetime work in Hartford and Brooklyn. It also gives a panoramic sketch of the Catholic Charities movement in the United States over a quarter of a century, with abundant quotations from various leaders, and it is a useful introduction to the study of Catholic social work in this country. Perhaps



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we are too close to the efforts of organized Catholic Charities in the United States during the past twenty-five years to coordinate its various component agencies to make a critical appraisal of the results. Their significance, however, has undoubtedly been very great. In the Catholic Charities movement the Church has gone a long ways toward applying the best that science has to offer in the treatment of human ills; toward applying its own philosophy to the practical realities of life; and it has done much to integrate its own thinking with American community life.

Miss Boylan has made an interesting review of these developments. She points to some needs for further development in the way of training programs and national service. These are all necessary, but what we now need more than anything else is a critical appraisal of our own work in the light of our own philosophy and with respect to the best modern techniques. It is difficult for those of us who have been brought up in an age of easy-going and Utopian thinking to make such an evaluation.

RT. REV. MSGR. JOHN O'GRADY
*Secretary, National Conference of Catholic Charities*

## HERE IN WASHINGTON

*(Continued from page 276)*

Administration as the administrating agency. Both, in effect, turn the manpower of the nation over to the military, which is exactly what the Tolan Committee feared.

Since its withering report on the manpower situation the committee has been holding further hearings with the view of giving officials concerned the opportunity to talk back. They did; and the net result was that the Manpower Commission continues to believe mandatory power necessary and the committee to believe it uncalled for at this time. War Manpower Commissioner McNutt assured Chairman Tolan that "the people are ready for it" and, commenting upon this statement, Mr. Tolan retorted: "I am sure the American people are ready, but are the manpower agencies prepared to assume such responsibility? Our committee indicated in its Fifth Interim Report that we believe the manpower agencies must prove their capacity to assume such responsibility before they ask for further legislation. Our hearings do not indicate they are ready."

✦ ✦ ✦

THE SENATE HAS PASSED THE $600,000,000 housing bill and the House, after passing its own bill, has reconsidered and accepted the Senate measure. All the bill needs now is the President's signature, which should be immediately


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—Paul T. Beisser, St. Louis Provident Association.

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*By* Gordon Hamilton $3.00

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Selected Reprints for the Case Work Practitioner
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*(Continued from page 287)*

forthcoming as he requested the additional appropriation last May. The fact that it was not granted until some five months later has not improved the housing situation.

National Housing Administrator Blandford reports that at least 1,600,000 workers will move into war production areas next year and that private housing now available and new private building cannot take care of them. Referring to the President's request for additional funds he says, "The period which has elapsed since the President's message means a much more acute war housing shortage next winter and spring than had been anticipated last May, because housing funds made available now cannot get houses built as soon as funds made available at an earlier date." [See page 277.]

✦ ✦ ✦

A PRE-PEARL HARBOR ARCH-ISOLATIONIST, Senator Alexander Wiley of Wisconsin, is sponsor of a proposal which, if followed, might avert the traditional clash on post-war treaties between legislative and executive branches of government.

The Senator's resolution calls upon or rather "invites" the Chief Executive to join with the Senate in the creation of a Foreign Relations Advisory Council. Members would include the Secretary and the Under Secretary of State, such technicians as they might designate, chairmen and ranking minority members of the Senate Committee on Foreign Relations and the House Committee on Foreign Affairs, and "such Senators as the President might from time to time designate."

Senator Wiley introduced the resolution with a speech on the Senate floor in which he declared: "In planning a peace we are going to deal in global matters. We are going to think in terms of worldwide obligations for the American people. We are going to contemplate calling on the American people to extend the police power of government over all the seas and all the lands of the earth. The destiny of the American people will be tied up in the treaties which mark the conclusion of this war and it will be imperative that the people's representatives have a voice in the formulation of these treaties rather than merely being confronted with a *fait accompli* which may hardly be amended."

The Constitution provides that the President shall negotiate treaties "by and with the advice and consent of the Senate." The "advice," says Senator Wiley, has been overlooked too frequently in the past and has been seldom, if ever, requested. His resolution, he told the Senate, is to insure its being asked for not only after but also before the treaty has been drawn.

## Directory of Social Organizations (cont.)

### Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, executive secretary, Chas. J. Kaufman, M.D., Medical Director, Free, non-sectarian for needy tuberculous adults and children (kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; National Director, D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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### Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

### Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

**?**

**Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?**



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# DIRECTORY OF SOCIAL ORGANIZATIONS

## Child Welfare

**BERKSHIRE INDUSTRIAL FARM,** Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

**BOYS' ATHLETIC LEAGUE, INC.,** 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

**BOYS' CLUBS OF AMERICA, INC.,** 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

**BOY SCOUTS OF AMERICA,** 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

**CHILD WELFARE LEAGUE OF AMERICA**—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

**THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC.,** Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

**THE SAVE THE CHILDREN FEDERATION, INC.,** 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

## Community Chests

**COMMUNITY CHESTS AND COUNCILS, INC.,** 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

## Education

**NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION,** 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

## Family Living

**ASSOCIATION FOR FAMILY LIVING, THE.** Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

**THE AMERICAN INSTITUTE OF FAMILY RELATIONS** (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

## Foundations

**AMERICAN FOUNDATION FOR THE BLIND, INC.**—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

**RUSSELL SAGE FOUNDATION**—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

**THE GOLDEN RULE FOUNDATION**—Incorporated March 1929 by special act of the Legislature of the State of New York, serves the American public as "a people's foundation," rendering to the average citizen a service similar to that rendered to their respective founders by well-known private foundations. This includes: 1, Study of needs as to strategic importance; 2, Stewardship education and stimulation of increased giving by promotion of (a) International Golden Rule Week, (b) Golden Rule Observance of Mothers' Day, Thanksgiving and Christmas, (c) Religion and Welfare Program, (d) Daily Remembrance of War Sufferers Through Coin-a-Meal Globes; 3, Allocation of relief and welfare funds as grants-in-aid to institutions and agencies recommended by the Survey Committee; 4, Administration of trust funds for philanthropic purposes. These funds may be contributed as (a) Unconditional gifts, (b) Memorial gifts and funds, (c) Gifts on the annuity plan, (d) Private benevolent funds, (e) Bequests by will. Charles V. Vickrey, President, 60 East 42nd Street, New York, N. Y.

## Penology

**THE OSBORNE ASSOCIATION, INC.,** 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

## Racial Adjustment

**NATIONAL URBAN LEAGUE, INC.,** with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

## Industrial Democracy

**LEAGUE FOR INDUSTRIAL DEMOCRACY**—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

## National Conference

**NATIONAL CONFERENCE OF SOCIAL WORK**—Fred K. Hoehler, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The seventieth annual convention of the Conference will be held in Cleveland, Ohio, May 23-29, 1943. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

## National Red Cross

**THE AMERICAN RED CROSS**—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Alexandria, Va. There are 3,721 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention, Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

## Religious Organizations

**HOME MISSIONS COUNCIL OF NORTH AMERICA**—297 Fourth Ave., New York City. The Inter-Denominational body of the home mission boards of 23 denominations of the United States and Canada. President, George Pitt Beers; Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1411 Locust Street, St. Louis, Mo.

**JEWISH WELFARE BOARD,** 220 Fifth Avenue, New York City. Frank L. Weil, President; Carl M. Loeb, Jr., Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

**NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS,** 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual

**NATIONAL COUNCIL OF JEWISH WOMEN, INC.**—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

**NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS**—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

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# Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh.

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247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Department of Social Welfare
Harry M. Cassidy, *Director*

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver, Colorado
Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

*UNIVERSITY OF HAWAII, Honolulu, Hawaii
Department of Social Work Training
Ferris F. Laune, *Director*

*HOWARD UNIVERSITY, Washington, D. C.
Graduate Division of Social Work
E. Franklin Frazier, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
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*LOUISIANA STATE UNIVERSITY, University, La.
Graduate School of Social Welfare Admin.
Earl Klein, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
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Graduate Course in Social Work
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